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COMMENTS ON THE FINDINGS AND RECOMMENDATIONS
OF THE
1989-90 LOS ANGELES COUNTY GRAND JURY
IN ITS FINAL REPORT



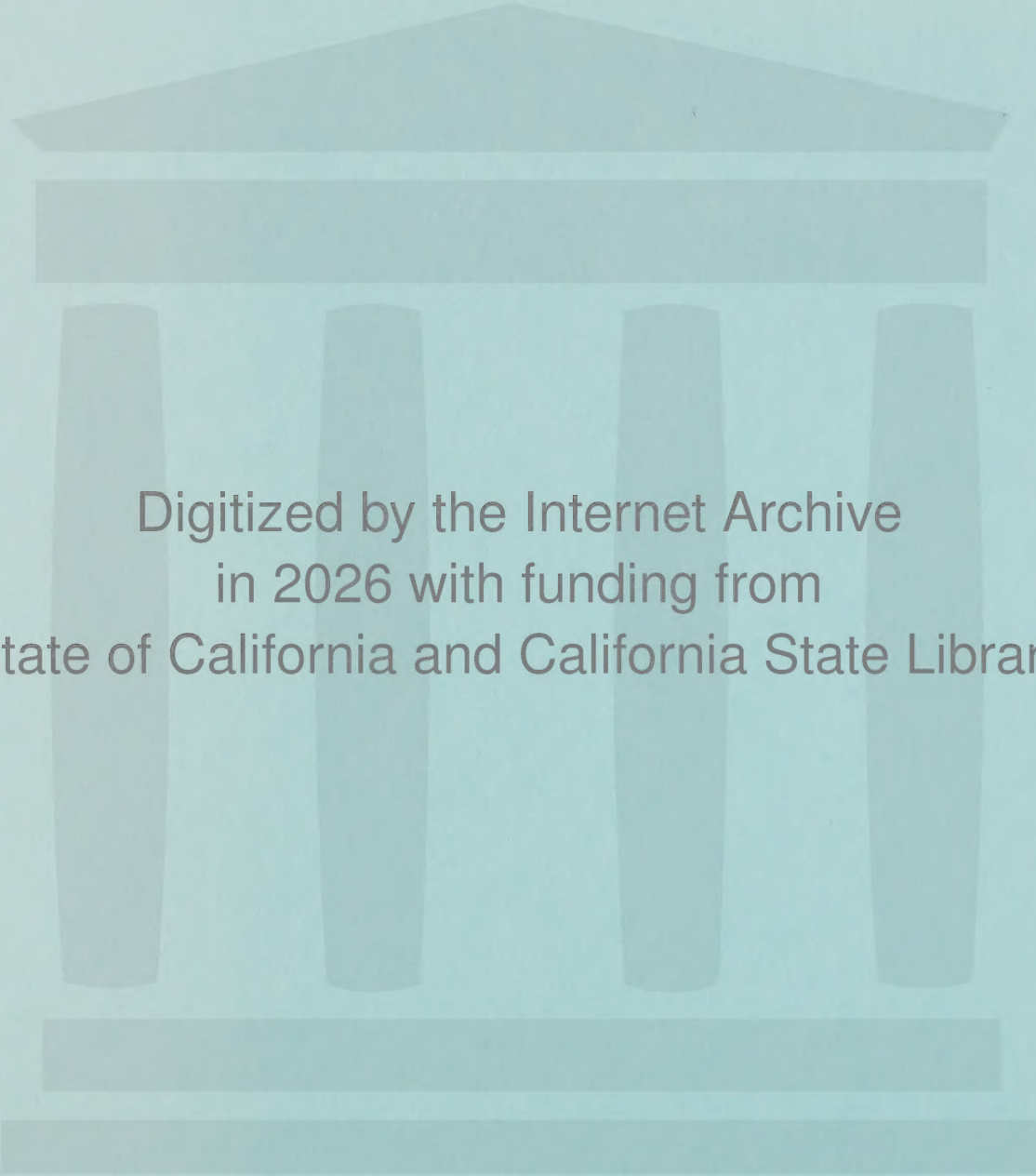
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**COUNTY OF LOS ANGELES
CHIEF ADMINISTRATIVE OFFICE**

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RICHARD B. DIXON
CHIEF ADMINISTRATIVE OFFICER

April 11, 1991

The Honorable Board of Supervisors
County of Los Angeles
383 Hall of Administration
500 West Temple Street
Los Angeles, CA 90012

Dear Supervisors:

**REPORT ON THE 1989-90 GRAND JURY'S FINAL REPORT
(3-VOTES)**

Section 933 (c) of the California Penal Code establishes that 90 days after the Grand Jury submits a final report, the Board of Supervisors shall comment on the findings and recommendations of the Grand Jury which pertain to County Government matters under the control of the Board.

Accordingly, we have prepared the attached report which comments on each finding and recommendation of the 1989-90 Grand Jury as contained in its final report pertaining to County Government matters under your control. As noted throughout the report, the concerned departments and this office have already implemented many of the Grand Jury's recommendations.

THEREFORE, IT IS RECOMMENDED THAT YOUR BOARD:

1. Approve this report as representing its comments on the findings and recommendations of the Grand Jury pertaining to County Government matters under control of the Board and submit the report with any additional comments by the Board to the Presiding Judge of the Superior Court who impaneled the 1989-90 Grand Jury.
2. Instruct the Executive Officer of the Board of Supervisors to transmit copies of this report to the Grand Jury with the request that it review the comments and respond to the Board if it so desires.

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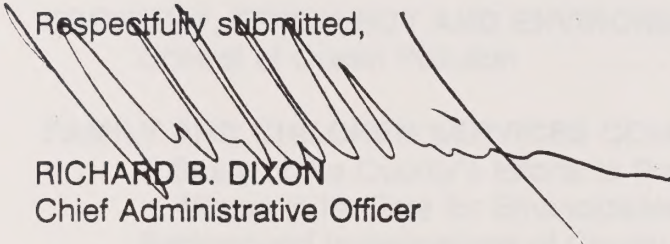
Honorable Board of Supervisors

April 11, 1991

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3. Instruct the Executive Officer of the Board of Supervisors to place a copy of this report, which includes the responses of the Assessor, District Attorney, and Sheriff, on file with the County Clerk.

Respectfully submitted,


RICHARD B. DIXON
Chief Administrative Officer

RBD:LEH

CG:rlw10

Attachment

c: Executive Officer, Board of Supervisors
County Counsel
Auditor-Controller

gr jury.lb

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CHIEF ADMINISTRATIVE OFFICE
APRIL 1991

COMMENTS ON THE FINDINGS AND RECOMMENDATIONS
OF THE

COMMENTS ON THE FINDINGS AND RECOMMENDATIONS
OF THE
1989-90 LOS ANGELES COUNTY GRAND JURY
IN ITS FINAL REPORT

INTRODUCTION

The jurisdiction of the County Grand Jury is set forth by Sections 803-806 of the California Penal Code and Article I of the State Constitution.

The Grand Jury consists of 25 citizens who are appointed on a yearly basis. Their responsibilities include administration of County, City and Special District operations; the investigation of the incidence of crime; and the review of the administration of justice.

The 1989-90 Grand Jury reviewed seven pending committees and one ad hoc committee. Among the findings and recommendations presented were:

- The Auditor-Controller's Internal Control Certification Program
- Delinquent Adult Detention Programs (DAD) and (DAD-2)
- Control of County Property
- Efforts to Prevent Abuse by Individuals from County Programs
- Salaries-Supposed Issues
- County Security
- The Assessor's Office
- Computing Policies, Procedures and Conditions
- Security/Personnel Policy Review Process

CHIEF ADMINISTRATIVE OFFICE
APRIL 1991

COMMENTS ON THE FINDINGS AND RECOMMENDATIONS

OF THE

1989-90 LOS ANGELES COUNTY GRAND JURY

IN ITS

FINAL REPORT

INTRODUCTION

The jurisdiction of the County Grand Jury is set forth by Sections 893-939 of the California Penal Code and Article I of the State Constitution.

The Grand Jury consists of 23 citizens who are impaneled on a yearly basis. Their responsibilities include examination of County, City and Special District operations; the investigation of the incidence of crime; and the review of the administration of justice.

The 1989-90 Grand Jury organized seven standing committees and one ad hoc committee. Among the functions and departmental operations examined were:

- The Auditor-Controller's Internal Control Certification Program
- Substance Abuse Prevention Programs (SANE and DARE)
- Control of Ocean Pollution
- Efforts to Prepare Minors for Emancipation from County Programs
- Substance-Exposed Infants
- Court Security
- The Assessor's Office
- Contracting Policies, Procedures and Operations
- Redevelopment Fiscal Review Process

- Volunteerism in County Hospitals
- Drug Treatment Programs
- Security at Outpatient Mental Health Facilities
- Condition and management of jail facilities (particularly Culver City and Long Beach)

This response addresses each recommendation made by the 1989-90 Grand Jury as they pertain to matters within Los Angeles County jurisdiction. Page numbers are referenced after each recommendation, or group of recommendations, which correspond to their location in the Final Report.

In its review of operations, the Grand Jury cited positive achievements in County service delivery. The Board of Supervisors appreciates such recognition.

As required by law, separate responses from the Assessor, District Attorney and the Sheriff are included in their entirety, as appendices.

AUDIT COMMITTEE

On the recommendation of the Audit Committee, the 1989-90 Los Angeles County Grand Jury selected Ernst & Young as its contract auditor, from the 12 firms which were interviewed. The contract auditor conducted 10 audits, from which the recommendations are set forth, and addressed, throughout this document.

A STUDY OF THE COUNTY'S INTERNAL CONTROL CERTIFICATION PROGRAM

The Audit Committee reviewed the Auditor-Controller's Internal Controls Certification Program, which involves the self-assessment by each department of its own internal control environment.

The Grand Jury made 10 recommendations. The Auditor-Controller's comments on the recommendations follow:

Recommendation

"The Grand Jury recommends that the Auditor-Controller schedule (by department) the field reviews to be performed with respect to the Internal Control Certification Program (ICCP) in its five-year audit plan. Currently, the Auditor-Controller does not specifically schedule field reviews by department in its five-year plan." (Page 3)

Comments

The Auditor-Controller agrees to schedule its annual departmental ICCP field reviews in coordination with the five-year master planning schedule. However, it is not desirable to schedule the field reviews on a strict five-year cycle as the criteria considered in determining when field reviews should be performed are designed to be sensitive to such factors as the results of the annual desk reviews of every department's ICCP; prior audit findings related to internal control issues; size of the department; risks involved; ongoing internal control problems associated with particular departments; etc.

Recommendation

"The Grand Jury recommends that the Auditor-Controller schedule field reviews and/or training sessions for all departments as soon as possible. We found that there is no prioritized goal of conducting field reviews in all departments as soon as possible." (Page 3)

Comments

The Auditor-Controller agrees that field reviews should be scheduled as soon as possible. As noted in the response to the previous recommendation, the field reviews are scheduled as soon as possible to maximize the benefits of the ICCP program by directing

the field reviews to departments with the most serious internal control problems or the highest risk areas. Field reviews will be performed on the remaining departments as soon as resources allow with the highest priority given to those departments which have not yet been reviewed.

The recommended training sessions for all departments were conducted in January 1991.

Recommendation

"The Grand Jury recommends that the Auditor-Controller develop a training program which includes separate modules for each level of departmental administration. The county has no coordinated training program which includes separate modules for each level of employee." (Page 3)

Comments

The Auditor-Controller supports the intent of this recommendation, which is to provide each department with training that is specifically relevant not only to its operations, but is modified further for each level of its operational management. In either case, such training requires intimate knowledge of the operations of the departments.

Since the departmental fiscal managers know their department best, the Auditor-Controller will instruct them to develop and present periodic internal control training sessions which are unique for each level of their departmental management. In addition, the Auditor-Controller will assist the fiscal managers by continuing to provide them with the training as discussed elsewhere in the Grand Jury's final report.

Recommendation

"The Grand Jury recommends that the Auditor-Controller ensure involvement, guidance, and follow-up with the departments by:

- Contacting each department regarding their desk review memos; and*
- Ensuring the centralized departments' coordinating representatives have a thorough understanding of the ICCP's purpose and methodology.*

We found interest at the department level for increased guidance from the Auditor-Controller's office in conducting the ICCP." (Page 3)

Comments

The Auditor-Controller agrees and has communicated with departments to support the ICCP effort since the inception of the program. The first year of the ICCP, departmental representatives were contacted by Auditor-Controller staff every two weeks to ensure assessable units were properly defined, and any questions the departments had were addressed.

During the second and third year, the Auditor-Controller again assisted the departments in defining the assessable units, in many instances suggested levels of staff who should perform the reviews, and provided assistance on any issues/questions departments had. For the fourth year the departments have been required to submit their list of assessable units three months before the ICCP is to be completed, so that the Auditor-Controller may review them and provide feedback early in the process. In addition, every desk review memo is followed-up during the following year's desk review.

Recommendation

"The Grand Jury recommends that the Auditor-Controller compile a list of reported weaknesses by department in a format suitable for cross-reference and informal tracking. Continue its policy of not reporting self-identified weaknesses on the biannual audit report until confirmation of failure to identify or remedy a weakness is obtained through a field review or other review or audit. To date, findings from the ICCP have not been summarized in a readily usable format and compared across all departments." (Page 3)

Comments

Although the Auditor-Controller agrees with the Grand Jury auditors that a list of reported weaknesses by department would assist in cross-referencing findings to other audit recommendations, and would help identify trends in weaknesses, the Auditor-Controller does not believe it would be cost effective nor would it facilitate field reviews.

In addition, it has been the Auditor-Controller's policy since the inception of the ICCP program not to include the departments' self-identified weaknesses in the biannual follow-up report on audit recommendations.

Recommendation

"The Grand Jury recommends that the Auditor-Controller include a standard format for reporting assessable units in the ICCP questionnaire package. Currently, departments report their lists of assessable units on an inconsistent basis." (Page 3)

Comments

The Auditor-Controller agrees with this recommendation, and has included the Grand Jury auditor's suggested format for reporting assessable units in the 1990-91 ICCP instructions for departments.

Recommendation

"The Grand Jury recommends that the Auditor-Controller emphasize the importance of following the fiscal manual when the updated manual is reissued in 1990. We observed that some departments do not consult the fiscal manual in designing their procedures." (Page 3)

Comments

The Auditor-Controller agrees, and the Fiscal Manual, revised in February 1990, included an introduction which emphasized the Manual's importance to supervisors in adequately controlling operations and encouraged its use as a reference guide. It should be noted that, in the past, the Auditor-Controller has always emphasized the need for departments to use the Fiscal Manual. The introduction to the original 1986 version of the Manual specifically told departments of the importance of using the manual.

In addition, most audit reports make reference to specific sections of the Fiscal Manual and beginning in 1989-90, the ICCP questionnaires are referenced to the Manual. Further, one of the criteria used by the Auditor-Controller in Performance Based Pay evaluations of department heads is to determine if the departments are using the Los Angeles County Fiscal Manual and Internal Control Certification Program to establish appropriate internal controls over fiscal operations.

Recommendation

"The Grand Jury recommends that the Auditor-Controller continue to design and conduct training programs oriented toward specific controls. Our review of the questionnaires revealed several common weaknesses in internal controls." (Page 3)

Comments

The Auditor-Controller agrees, and will assist the departmental fiscal managers through presentation of selected training classes identified in Appendix 2 of the Grand Jury auditor's report, a new training class for the departmental ICCP coordinators designed to improve their understanding of the ICCP procedures (as discussed for the second recommendation on Page 3 of the Grand Jury's final report), and as needed, the development of additional internal control classes in major functional areas such as payroll.

Recommendation

"The Grand Jury recommends that the Auditor-Controller provide a sample memo format and recommend the level of management signature desired to be used for internal departmental communications initiating the annual ICCP. We found that departments vary in senior level commitment to ICCP." (Page 4)

Comments

The Auditor-Controller agrees. Since the inception of the ICCP, the Auditor-Controller has given departments guidelines as to the levels of individuals who should perform, supervise, and sign the ICCP. The Auditor-Controller has emphasized these suggestions by including a form letter in the 1990-91 ICCP instructions, showing that department-wide instructions should be signed by the department head or his immediate subordinate. However, the Auditor-Controller does not believe it is appropriate for him to tell department heads how they should internally communicate and instruct their staff.

Recommendation

"The Grand Jury recommends that the Auditor-Controller resolve discrepancies relating to the department's ICCP methodology by:

- Revising the questionnaire cover memo to emphasize common errors;***
- Ensuring that a copy of the memo reaches the assessable units involved;***
- Conducting training programs and continuing to follow-up;***
- Ensuring that all parties understand the methodology and the reasoning behind it; and***
- Conducting field reviews as soon as possible for all departments." (Page 4)***

Comments

As indicated by Grand Jury auditors in their audit report, the Auditor-Controller agrees and has implemented the first part of this recommendation - to revise the cover memo to emphasize common errors. The Auditor-Controller does not agree that **ensuring** a copy of the memo reaches all assessable units is an appropriate function of the Auditor-Controller. He has included in the 1990-91 ICCP instructions the information that should be communicated to the staff who are assigned to complete the ICCP questionnaires.

The remaining part of this recommendation duplicates other recommendations, which have been previously addressed.

A REVIEW OF THE MONITORING OF COUNTY CONTRACTS

The Audit Committee undertook a review to determine whether the performance of contractors was being properly monitored. They found that each department reviewed has prepared monitoring manuals and/or program checklists and that current monitoring practices are generally effective. However, as contract services are expanded, the Grand Jury noted that additional emphasis will be needed in this area.

Recommendation

"The Grand Jury recommends that the Department of Health Services, the Department of Public Social Services and the Department of Mental Health increase their contract monitoring staffs." (Page 5)

Comments

Budgetary constraints in both the Departments of Health Services and Public Social Services have precluded increases in staffing levels commensurate with the growing

workload resulting from increases in contracts; however, monitoring is a priority in each of these Departments.

The Department of Health Services established a Contract Monitoring Committee to address its increased monitoring demands. This committee consists of representatives from the Contract Monitoring Division and appropriate administrative staff, from the various facilities, responsible for contract monitoring. The purpose of the committee is to review contract monitoring issues and improve the skills and methods used by staff responsible for day to day monitoring at each facility. In addition, the Department developed and implemented standard contract monitoring guidelines to improve the quality of monitoring efforts and provide consistent practices for evaluation of contractor performance.

The Department of Public Social Services has enhanced its monitoring of contracts over the past year based on recommendations by the Auditor-Controller. All monitoring of its contracts is done monthly, quarterly, or semi-annually based on the overall ongoing performance of the contractor. Corresponding reports are then prepared and submitted to the Department's Director for approval.

The Department of Mental Health established the Contracts Compliance and Support Division on February 1, 1991, to address contract monitoring and thereby fulfill the intent of this recommendation. The Division supplies the crucial compliance link between the various monitoring and review units and the individual contract providers. The Division's 11 staff members greatly enhance the Department's monitoring of contractors by ensuring that vital follow-up functions are performed.

Recommendation

"The Grand jury recommends that the Chief Administrative Officer require that all county contracts, where feasible, contain incentive provisions to encourage greater efficiency and cost reductions." (Page 5)

Comments

The Chief Administrative Officer agrees that use of contract incentive provisions which encourage greater efficiency and cost reductions in County operations should be encouraged where appropriate. The County currently benefits from a number of public-private agreements which provide for additional compensation as an incentive for increased productivity.

Recommendation

"The Grand Jury recommends that the Chief Administrative Officer instruct departments to monitor small contracts early in their term, and provide checklists or instructions to small contractors regarding county requirements." (Page 5)

Comments

The Countywide Contracting Manual addresses the need for departments to develop a comprehensive Monitoring Plan for every proposed contract prior to solicitation and award. This Monitoring Plan is to establish the method of monitoring and the performance indicators and standards by which the service or product will be evaluated.

Recommendation

"The Grand Jury recommends that the Chief Administrative Officer mandates that departments formalize and expand training programs for contract monitors." (Page 6)

Comments

The Chief Administrative Officer recognizes the importance of formal training for County contract monitors. In this regard, it is noted that the Auditor-Controller's Audit Division regularly conducts formal training for departments in both fiscal and program monitoring. Departments may utilize this training to develop their own programs to meet individual needs.

PRIOR GRAND JURY RECOMMENDATIONS

Recommendations

"The Grand Jury recommends that the succeeding grand juries follow-up on the work of the previous grand jury." (Page 6)

"The Grand Jury recommends that the succeeding audit committees of the grand jury regularly attend the meetings of the County Audit Committee." (Page 7)

Comments

The above recommendations are referred to the 1990-91 Grand Jury for their review and subsequent action.

CRIMINAL JUSTICE COMMITTEE

The purpose of the Criminal Justice Committee was to review requests for indictment, investigative hearings and subpoenas by the District Attorney and Attorney General. It also attempted to resolve criminal complaints received from citizens. The Committee conducted the following four studies as part of its review.

TWO-WAY INTERACTING AUDIO VIDEO PROCEDURES

The Criminal Justice Committee reviewed the County's current audio-video operations and the potential for expanding these operations into a comprehensive communications system for all departments.

Recommendation

"The Board of Supervisors expedite and implement the Central Courts Video Project which has been proposed by the Countywide Criminal Justice Coordination Committee (CCJCC)." (Page 12)

Comments

The Board of Supervisors has been supportive of video arraignment projects and has approved the contract for the Central Courts Video Arraignment Project.

In early January 1991, the video arraignment component of the Central Courts Video Project was implemented in the Criminal Courts Building (CCB). This component links Division 30 of the Los Angeles Municipal Court with the Los Angeles Police Department Parker Center lockup.

The second component of this project will permit two-way teleconferencing with detectives in Southwest Division of the Los Angeles Police Department and the District Attorney's Office in the CCB so that case filings can be obtained without making it necessary for police officers to travel downtown.

Recommendation

"The Board of Supervisors expand the audio-video arraignment project to provide for a telecommunications link-up between police and sheriff jail detention facilities and municipal courts in the County." (Page 12)

Comments

The Glendale and the Los Angeles Municipal Courts currently use video arraignments with the Glendale and Los Angeles Police Departments respectively. In addition, the South Bay Municipal Court also uses video arraignment from its lockup facility to one of its courtrooms.

The planning phases of video arraignments has also begun at the Burbank, Compton, Inglewood, Long Beach, Pasadena, and West Los Angeles Municipal Courts, and the Lynwood Justice Center.

Recommendation

"The Board of Supervisors implement the recommendations of the Telecommunications Management Review, so that the Internal Services Department (ISD) can develop a comprehensive Countywide telecommunications network." (Page 13)

Comments

The Internal Services Department (ISD) has recommended an approach and a method to finance costs associated with such a telecommunications network. Once implemented at justice facilities, the Countywide telecommunications network will be expanded Countywide.

Recommendation

"The Board of Supervisors initiate a study to develop a cost recovery and financing system for a county-wide telecommunications network which will enable it to be funded through user fees. A county-wide audio-visual telecommunications network should be implemented through the ISD." (Page 13)

Comments

A countywide telecommunications funding mechanism has been developed. The approach uses bond financing for capital equipment and user fees for maintenance. The system will include interactive electronic voice and visual applications.

SANTA MONICA COURTHOUSE

The Criminal Justice Committee reviewed the adequacy of the existing courthouse in the Superior Court West District (Santa Monica) to serve the needs of the community.

Recommendation

"The Board of Supervisors take immediate steps to relocate the Santa Monica Area Office of the Los Angeles County Probation Department outside of the courthouse to offices in the Santa Monica-West Los Angeles area." (Page 14)

Comments

A minimal Probation presence is necessary in the court to allow for continuation of the 14-Day Custody Pre-sentence Investigation Program. Consequently, initial plans for the new Santa Monica and West Los Angeles Courts provide space for Probation.

Probation Department is in the process of putting together a comprehensive departmental space plan to address department needs.

Recommendation

"The Board of Supervisors allocate funds for the temporary renovation of the second floor of the Santa Monica Courthouse to add additional courtrooms for the Superior Court and additional office space for the District Attorney and Public Defender." (Page 14)

Comments

The Board of Supervisors approved the Master Courthouse Construction Program authorizing \$52.8 million in long-term bond financing through the Robbins Courthouse Construction Fund for the construction of a new Santa Monica Municipal Court facility. The Internal Services Department will develop a Facilities Services Program to address space needs of the District Attorney, Public Defender, and other tenant departments in the new courthouse. Upon completion of the new facility, it is anticipated that all courtrooms vacated by the Municipal Court will be reassigned to the Superior Court.

Recommendation

"The Board of Supervisors allocate funds for the temporary renovation and reduction of the size of the third floor cafeteria so that additional conference and office rooms can be constructed on an interim basis, pending completion of a new courthouse." (Page 14)

Comments

Total space requirements for the Municipal Court will be determined during the initial development phases for the new facility. Additional conference and office rooms for the Superior Court's use are anticipated after Municipal Court personnel relocate to the new facility.

Recommendation

"The Board of Supervisors review and restructure the Master Courthouse Construction Program to provide for the construction of a new courthouse in the Santa Monica-West Los Angeles area at the earliest possible time, with adequate parking facilities for courthouse staff and users." (Page 14)

Comments

The Master Courthouse Construction Program is the Board of Supervisors' plan for executing Robbins Courthouse Construction legislation which requires new courthouses within the Santa Monica Judicial District and West Los Angeles. Both are moving forward as planned. No funding is available to allow courthouse construction any faster than Robbins legislation plans.

Recommendation

"The Board of Supervisors enter into negotiations with the City of Santa Monica for the purpose of obtaining more parking spaces within the existing parking facility at the Santa Monica Courthouse, on an interim basis pending construction of a new courthouse facility. In addition, the Grand Jury recommends the City not lease out its vitally needed parking spaces." (Page 16)

Comments

The County will initiate negotiations with the City of Santa Monica which will attempt to address all pertinent issues and provide increased parking capabilities for the County before the current license agreement expires in June of 1991. Because the majority of surface parking near the courthouse is owned by the City, the County's ability to obtain unrestricted use of the parking will be limited.

Recommendation

"The Board of Supervisors authorize the Sheriff and the Marshal to allocate additional officers to staff the lockup facilities at the Santa Monica Courthouse to provide adequate security for staff and users, on an interim basis, pending construction of a new courthouse facility." (Page 17)

Comments

Sheriff's staffing levels for the lockup vary with the fluctuation of inmate count and security concerns of prisoners in custody. The Sheriff's Department assigns personnel as necessary to maintain security for both our personnel and County Jail inmates.

SUBSTANCE ABUSE PREVENTION PROGRAMS

The Criminal Justice Committee reviewed the Sheriff Department's Substance Abuse Narcotics Education Program (SANE) and the Los Angeles Police Department's Drug Abuse Resistance Education Program (DARE).

Recommendation

"The Board of Supervisors conduct a study to evaluate the effectiveness of the SANE Program in preventing substance abuse among youth within the County. The Grand Jury further recommends that the Board of Supervisors continue to support the SANE Program and allocate additional funds for SANE so that it may expand its programs to reach school children in grade levels from kindergarten through high school." (Page 18)

Comments

The SANE Program has begun a longitudinal study in conjunction with the Los Angeles County Office of Education. This study, done by Dr. John Martois, has surveyed a sample of the students in 4th, 5th, and 6th grade to examine the dimensions of self-concept, attitudes about drugs, decision-making skills, drug knowledge and actual drug usage. A longitudinal study by definition needs to track the statistics over time, therefore, no conclusive findings are yet available from this study. The preliminary findings, however, validate the SANE Program premises. According to the results, there is a correlation between increased use of drugs and low self-esteem, poor decision-making and inappropriate attitudes with respect to drug usage. We plan this year to expand the survey into the middle and high schools to determine the long-term impact that the elementary school drug prevention education is having on the usage of drugs by students.

The SANE Program does address alcohol and tobacco abuse prevention. The program takes a positive stance that youth should totally abstain from use of these substances. Further, the curricula used, including "Here's Looking at You, 2000," specifically has lessons on the negative impacts of smoking and alcohol. (Confusion may have arisen on this issue since the original version of "Here's Looking At You, Two" curriculum did not cover these substances; we do not use "Here's Looking At You, Two.")

The major target of the SANE Program is 4th, 5th, and 6th grades because most studies show that the onset of experimentation with substances begins in middle school. The SANE Program has begun some expansion into the middle schools. The primary barrier to expansion of the SANE Program to kindergarten through high school is the high cost of staffing such a program. The SANE staff is currently exploring less costly options to expand the program such as reinforcement of the SANE message through computer assisted instruction and educational television.

Recommendation

"The Board of Supervisors support the enactment of legislation which would mandate every school district within the County, and every private school within the County, to implement a substance abuse program, utilizing SANE as a model substance abuse program." (Page 18)

Comments

Only 54 of the 83 districts in the County are within the Sheriff's jurisdiction. Many of the other policing jurisdictions such as LAPD have DARE or similar programs currently in place. Drug prevention programs should be based on sound prevention theories but flexible enough to meet the needs of differing communities and school districts. Funding is also a major consideration, particularly for private schools which have limited funds.

Recommendation

"The Board of Supervisors initiate a study to determine the feasibility and costs involved to implement an "after school" program utilizing various County departments, in order to complement the results which have been achieved and are provided by SANE during the classroom program." (Page 19)

Comments

The Sheriff's Department does have some "after school" programs such as the Youth Athletic League, and SANE deputies do participate in some programs at individual schools or districts.

Recommendation

"The Board of Supervisors initiate a study to coordinate law enforcement, education, parental and community involvement in creating a communitywide system to complement the drug prevention program now being utilized by SANE." (Page 19)

Comments

The SANE staff promotes parent, school, and educational involvement in its jurisdiction through meetings, cooperative events and community mobilization. Further expansion of this cooperative model, however, is certainly a worthwhile effort.

Recommendation

"The Los Angeles County Sheriff's Department continue to use the film entitled "Drugs, Pregnancy and Youth," in the SANE Program and that it incorporate the film into its program for junior high school students." (Page 19)

Comments

The SANE Program currently presents Drugs, Pregnancy, and You assemblies presenting the film to high school students. The Bureau hopes to expand both its basic prevention and its Drugs, Pregnancy, and You formats into middle schools.

Recommendations

"The City of Los Angeles continue to support the DARE Program and allocate additional funds to the Los Angeles Police Department for DARE so that it may expand its programs to reach school children in grade levels from kindergarten through high school." (Page 20)

"The City of Los Angeles initiate a study to determine the feasibility and costs involved to implement an 'after school' program utilizing various city departments, in order to complement the results which have been achieved and are provided by DARE during the classroom program." (Page 20)

"The City of Los Angeles initiate a study to coordinate law enforcement, education, parental and community involvement in creating a community-wide system to complement the drug prevention program now being utilized by DARE." (Page 21)

Comments

The above recommendations are not within the County's jurisdiction and are referred to the appropriate entity for review and subsequent action.

Recommendation

"The Grand Jury recommends that the Los Angeles County Sheriff's Department and the Los Angeles Police Department expand the SANE and DARE Programs to include more extensive gang prevention education in their current curriculums." (Page 21)

Comments

The SANE Bureau has developed a six-lesson Gang Curriculum which can be incorporated into the Drug Prevention Curriculum. This curriculum is being taught in many of our school districts. Such curriculum has to be approved by the District before it can be used, however, some districts have not yet approved its use.

Recommendation

"The Grand Jury recommends that the Los Angeles County Sheriff's Department and the Los Angeles Police Department continue to meet quarterly to discuss mutual concerns and exchange ideas regarding the SANE and DARE Programs." (Page 22)

Comments

Exchange of information between agencies conducting prevention programs is very valuable. SANE staff meet regularly with County, community, and city staffs, including Los Angeles Police Department, to share information and ideas.

LOS ANGELES COUNTY SHERIFF'S DEPARTMENT AERO BUREAU

The Committee studied the Sheriff's Department's Aero Bureau and the effectiveness of the 1985-86 Grand Jury recommendations which have been implemented.

Recommendation

"The Board of Supervisors approve an allocation of funds for three additional Deputy Sheriffs as generalist-observers to be assigned to the Sheriff's Department Aero Bureau." (Page 22)

Comments

The Aero Bureau has requested funding for these items in the fiscal year 1991-92 budget.

Recommendation

"The Board of Supervisors approve an allocation of funds for one additional civilian Services Assistant for the Sheriff's Department Aero Bureau." (Page 23)

Comments

The Aero Bureau has requested funding for this item in the fiscal year 1991-92 budget.

Recommendation

"The Board of Supervisors approve an allocation of funds for two additional helicopter mechanics for the Sheriff's Department Aero Bureau." (Page 24)

Comments

The Aero Bureau has requested funding for these items in the fiscal year 1991-92 budget.

ECONOMY, EFFICIENCY AND ENVIRONMENT COMMITTEE

The stated purpose of the Economy, Efficiency and Environment Committee was to investigate the impact of public and private operations on the environment. The Committee's primary focus was on ocean pollution.

CONTROL OF OCEAN POLLUTION

In response to a complaint filed by Heal the Bay, the Committee investigated whether pollution in Santa Monica Bay derives from contaminated water from Ballona Creek, which is fed by the Los Angeles basin storm sewer system. The Grand Jury directed its recommendations to the Los Angeles City Council, the Board of Supervisors, and the governing bodies of all incorporated cities within Los Angeles County.

Recommendations

"The Grand Jury recommends that the Los Angeles City Council provide funding for a computerized inventory system to document and schedule the cleaning and maintenance of over 50,000 catch basins in the city." (Page 30)

"The Grand Jury recommends that the Los Angeles City Council develop a program to use persons who are court-sentenced to perform community service for cleaning catch basins that do not require safety equipment or special training." (Page 30)

"The Grand Jury recommends that the Los Angeles City Council employ private contractors in the two months prior to the rainy season to clean catch basins that have not been cleaned or are in need of recleaning." (Page 30)

"The Grand Jury recommends that the Los Angeles City Council institute a vigorous public education program to inform citizens of the environmental consequences of discarding refuse into gutters and catch basins. This program must include any adjacent cities or political entities which discharge storm water into the city system." (Page 30)

"The Grand Jury recommends that the Los Angeles City Council investigate the feasibility of amending the current sewer service tax ordinance to dedicate a portion of this tax revenue to the maintenance and operation of the storm sewer system." (Page 30)

Comments

These recommendations are not within the County's jurisdiction and are referred to the appropriate entity for review and subsequent action.

Recommendation

"The Grand Jury recommends that the Board of Supervisors change the catch basin cleaning contract monitoring procedure to the system that was in use of prior to 1988." (Page 30)

Comments

Currently, the Department of Public Works uses the pre-1988, approximately 50 percent, monitoring procedures on cleanout contracts whenever possible. When a catch basin inspection reveals that the contractor's operations are marginal, the level of inspection must be increased and at times a continuous inspection is necessary to ensure that the cleanout work is adequately performed in accordance with contract requirements.

Recommendation

"The Grand Jury recommends that the Board of Supervisors develop a program to use persons who are court-sentenced to perform community service for cleaning catch basins that do not require safety equipment or special training." (Page 30)

Comments

The use of court-sentenced individuals to clean out catch basins (where the work does not involve an unusual level of strength or physical dexterity) does not address the following:

1. The current use of court-sentenced individuals for freeway cleanup is more reasonable because the work is similar to yard cleanup work regularly performed by most residents. On the other hand, catch basin cleanup involves manual cleaning with shovels, buckets, brooms and bags in a small enclosed area. Manual cleaning, in the case of deep basins, may present a danger factor due to the presence of toxic gases.
2. Many individuals will resist entering small, enclosed spaces such as catch basins where there often are insects, spiders and rodents.
3. A Department of Public Works employee would have to accompany the court-sentenced cleanout crew to ensure adequate work. The Department would also have to furnish a vehicle for each crew to receive and transport the debris cleaned out of the basins and provide sniffers and other safety devices to protect the crew. These safety requirements are the same as those placed on the contractor.
4. A contractor's cleanout crew is profit motivated whereas court-sentenced personnel may not work as quickly.
5. Court-furnished personnel may vary from day to day which could delay cleanout work beyond the start of the storm season.

Recommendation

"The Grand Jury recommends that the Board of Supervisors institute a vigorous public education program to inform citizens of the environmental consequences of discarding refuse into gutters and catch basins. This program must be coordinated with and include any incorporated cities or political entities which discharge storm water into the County storm sewer system." (Page 30)

Comments

The Department of Public Works strongly supports all educational programs that make citizens aware that most debris which enters the ocean areas around the County can be traced back to the individuals who discard debris along city streets as well as educating individuals of the consequences of using the catch basins as dumpsters. The Department believes that the total problem associated with street debris being carried to the ocean could be corrected by preventative educational operations as opposed to cleanup operations only.

The Department of Public Works, in conjunction with the California Regional Water Quality Control Board and the Santa Monica Restoration Project, is about to embark upon a public education program on storm drains, including catch basins and road water gutters. The impact of this program will benefit oceans and other affected waterways.

Recommendations

"The Grand Jury recommends that governing bodies of all incorporated cities within Los Angeles County cooperate with the governmental entity (either the County or City of Los Angeles) into whose storm sewer system the city discharges water in order to:

- A. Develop a public education program to inform citizens of the environmental consequences of discarding refuse into gutters and catch basins." (Page 31)*

"The Grand Jury recommends that governing bodies of all incorporated cities within Los Angeles County develop a program to use persons who are court-sentenced to perform community service for cleaning catch basins that do not require the use of safety equipment or specialized training." (Page 31)

"The Grand Jury recommends that governing bodies of all incorporated cities within Los Angeles County appropriate sufficient money, personnel and equipment to ensure that discharge from drains for which the city is responsible meets the standards of the system receiving that discharge." (Page 31)

Comment

These recommendations are not within the County's jurisdiction and are referred to the appropriate entities for review and action.

FAMILY AND CHILDREN'S SERVICES COMMITTEE

The purpose of the Family and Children's Services Committee was to investigate the delivery of specialized services to the families and children of Los Angeles County.

A STUDY OF THE COUNTY'S EFFORTS TO PREPARE MINORS IN ITS CARE FOR EMANCIPATION

For many young people, turning 18 years of age marks the end of their participation in assistance programs. The Committee studied actions being taken by the County and others to prepare minors who are emancipating from such programs.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads make emancipation preparation services a formal part of their curriculum and programs. Currently, the Probation Department and Office of Education, as well as independent school districts, are not required to provide or emphasize these services to youth." (Page 39)

Comments

The Office of Education, Division of Juvenile Court and Community Schools, currently complies with the recommendation. The Department uses a variety of resources to provide these services, such as: curriculum which results in a high school diploma; alternative programs to high school diploma, including Graduate Equivalency Degree and vocational training; training in daily living skills; individual and group counseling; individual needs assessments for educational and social skills; and, various community outreach programs.

The Department of Children's Services also concurs with this recommendation. The Department currently emphasizes emancipation preparation services in its Independent Living Program and will support all efforts made by the Probation Department and the Office of Education to incorporate emancipation services into their curriculum and programs. For example, the Probation Department is exploring making emancipation preparation services a formal part of minor's care plans to focus on this critical aspect of foster care.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads continue to support the development of the Department of Children's Services Independent Living Program through:

- *Advocating continued federal support of the program with the California Congressional delegation.*
- *Considering enhancements to the Independent Living Program proposed by the Department.*

The Independent Living Program has had some positive impact including:

- *Bringing an increased awareness to those involved in foster care of the need to prepare foster youths for emancipation.*
- *Providing the catalyst for building relationships among the many agencies that deal with foster youths." (Pages 39 and 40)*

Comments

The Department of Children's Services concurs with this recommendation. On February 22, 1991, the Department of Children's Services transmitted a copy of the ILP "Federal Action Agenda" prepared by the Department, to be used by the Board of Supervisors and the Department of Children's Services in obtaining Federal support. The Department of Children's Services will continue to work closely with the Board of Supervisors, as well as Congressman Robert Matsui (the author of ILP) in making program and fiscal recommendations.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads define services needed by emancipated foster youths and identify mechanisms for developing a post emancipation program to meet these needs. Currently, there are very limited services available to the emancipated foster youths after they leave the county's care." (Page 40)

Comments

The Department of Children's Services concurs with this recommendation and has identified the services needed by post emancipation youth as follows:

- Housing, including funds for rent, deposits and utilities. The need for housing after termination from foster care has been identified as the most critical need for foster youth. Former foster youth do not have resources sufficient to meet the move-in costs associated with securing housing. The youth need assistance with first and last months' rent, security deposits and deposits required for utilities as well as monthly rental payments. The majority of these teenagers do not have families who are able to provide these resources.

- College scholarships and vocational training. Assistance with obtaining services related to education and job training is needed well beyond the six-month time limit now permitted for post emancipation services provided by the Department of Children's Services.
- Mentors or other helpful adults. These youths need positive role models to provide advice and guidance.

The major thrust of meeting the above needs is through the ILP's working association with the Foster Youth Connection (FYC) and the United Friends of the Children (UFC), two nonprofit agencies involved in assisting emancipated foster youth.

To date, the organizations have brought in \$100,000 in donations for scholarships and housing and they have secured a house to be used by emancipated youth. The Board of Directors of FYC is looking into a program whereby its members would act as mentors to emancipated foster youth by helping the youth with study habits, interview preparation, appropriate dress for work, etc.

The Department of Children's Services has also cooperated with the Community College Foundation in applying for a Federal grant which would allow payments for transitional housing for emancipated youth. In April 1990, ILP youth, the Department of Children's Services staff, members of FYC and representatives from community colleges met with Supervisors Dana, Edelman and Antonovich to report on the needs of emancipating foster youth.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads seek changes in the federal eligibility requirements to allow foster youths to accumulate savings in excess of \$1,000 in anticipation of their eventual emancipation. Foster youths are unable to make adequate financial preparations for emancipation under existing eligibility regulations. Basic housing and schooling costs can easily exceed the amount they are permitted to save." (Page 40)

Comments

The Department of Children's Services concurs with this recommendation. The Department has advocated for a modification to the existing limit through the County Welfare Directors Association and the American Public Welfare Association.

The County Welfare Directors Association supported Assembly Bill 4013 (Burton) that would permit foster children ages 16 and over to retain cash savings not to exceed \$6,000. This Bill was passed and became effective on January 1, 1991. This must be the child's own money and be deposited in a bank or savings and loan and be related to emancipation needs. Withdrawal of the funds would require written approval of the Children's Social Worker (CSW).

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads require the Independent Living Program assessment questionnaire be completed (1) by someone who knows the child at least moderately well, or (2) after additional knowledge is obtained about the child through interviews with the child, the child's parents or foster parents, school personnel, or other individuals in a position to know the child's needs. We found that assessments were often completed by personnel with little or no knowledge of the youth." (Page 40)

Comments

The Department of Children's Services concurs with this recommendation. The Department has prepared instructions stating that ILP emancipation needs assessments are to be completed only by Children's Services Workers who know the child and his or her situation well, or who can make all collateral contacts necessary to prepare a meaningful assessment. The importance of contacting involved parties (teachers, counselors, foster parents, etc.) is being stressed.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads define Independent Living Program services required to be provided by the independent living skills programs under contract, including the minimum amount of time spent with each youth on each specific element of the program. Currently, the Independent Living Program's contracts with the independent skills centers define only a general list of services to be provided without defining a specific level of service." (Page 40)

Comments

The Department of Children's Services concurs with this recommendation. Contracts with the Skill Centers for Fiscal Year 1990-91 were negotiated in July and August 1990 for contracts effective October 1, 1990. The elements recommended by the Grand Jury have been included.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads require standardized Independent Living Program performance reporting from the independent skills centers and conduct periodic performance reviews of both the skills centers and the Community College Foundation. Further, a standard format for performance reporting should be developed. Currently, there is no evaluation by the Department of Children's Services of the services which are being provided as part of the Independent Living Program by the independent skills centers or the Community College Foundation." (Page 40)

Comments

The Department of Children's Services concurs with this recommendation. Contracts with the Skill Centers for Fiscal Year 1990-91 were negotiated in July and August 1990 for contracts effective October 1, 1990. The elements recommended by the Grand Jury have been included.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads require the Independent Living Program document services provided to each foster youth in that youth's file. Without this information, it is impossible to provide ongoing needs assessment and emancipation planning. We found no record of the emancipation services that have been provided to each youth in the files kept by the Independent Living Program." (Page 40)

Comments

The Department of Children's Services concurs with this recommendation. In accord with State requirements, all services provided by ILP staff during Fiscal Year 1989-90 were documented in the youths' ILP files during September and October 1990. Community colleges also provide written information regarding ILP youths' progress which is included in the files on a flow basis.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads require the Independent Living Program work more closely with the group homes to develop emancipation programs and ensure emancipation needs are considered in group home placements. Currently, there is little coordination between the Independent Living Program and foster group homes. This results in a lack of awareness of emancipation programs or consideration of these programs in placement decisions." (Page 41)

Comments

The Department of Children's Services concurs with this recommendation. The Group Home Development Section of the Department of Children's Services has worked with three agencies to develop programs specifically designed to aid adolescents in the emancipation process. The agencies have developed placements for 30 emancipating youths, with 12 more placements projected for the next six months.

The Bureau of Placement Development has worked with the Management Information Systems Division to provide correct listings of adolescents in group homes who should receive the emancipation newsletter "Getting Ready." Information about the newsletter was provided to all applicable group home providers.

Further, the Residential Child Care Committee, a coordinating body for group home programs in Los Angeles County, has featured material about ILP in meetings and has discussed the need for emancipation programs.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads require the Independent Living Program coordinate and facilitate the access of foster youth to Regional Occupational Programs. The Regional Occupational Programs currently have no formal relationship with the Independent Living Program or any other segment of the Department of Children's Services." (Page 41)

Comments

The Department of Children's Services concurs with this recommendation. Effective October 1, 1990, the Department implemented a formalized plan of interaction to facilitate access to the Regional Occupational Program.

BACKGROUND INVESTIGATIONS OF COUNTY EMPLOYEES INVOLVED WITH CHILDREN

The Family and Children's Services Committee reviewed departmental procedures, including those of law enforcement departments, which are currently in place to protect children from persons with inappropriate backgrounds.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads develop consistent policies and procedures with regard to the hiring criteria of employees who work directly with children. Currently, each county department working with children has a different set of guidelines relating to criminal backgrounds for hiring personnel and contractors." (Page 41)

Comments

The Department of Children's Services concurs with this recommendation. As indicated in the Grand Jury report, the State Labor Code allows the Department to only consider convictions, not arrest records, when determining suitability for employment. Employees are hired by the Department prior to receiving official reports from the State on fingerprint checks because of the critical need to bring staff on board immediately to satisfy staffing requirements.

The Probation Department follows more stringent hiring practices because it is a law enforcement entity. While the Department of Children's Services does not advocate law enforcement status for its employees, it does support changing the State Labor Code to bring hiring criteria for child protective workers in line with the regulations that cover the Probation Department. Legislation has been introduced, (Assembly Bill 881) that would bring the necessary changes in the State Labor Code. This should allow counties access to arrest records.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads develop consistent policies and procedures with regard to evaluating offenses committed by personnel while being employed. Our findings show there is no consistent policy among county departments with regard to an employee being arrested and/or convicted of a crime while employed by the county." (Page 41)

Comments

The Department of Children's Services concurs with this recommendation. However, the Department does not have access to conviction information after the employee is on the job and, therefore, has to rely on employees reporting convictions on their own. The Department is working with County Counsel to develop written policy requiring all employees to immediately report to their office heads all felony arrests and any convictions incurred while employed with the Department. The policy will include the proviso that failure to report felony arrests and any convictions may result in discharge.

The Sheriff's Department has well-established procedures for handling employee misconduct both on and off duty. Because it is a law enforcement agency, standards are necessarily more stringent than those required by other County departments. Alleged misconduct which is deemed to be criminal in nature is handled through a criminal investigation rather than an administrative investigation.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads establish personnel files on each "contract employee" which shall include the background investigation and clearance paperwork. Currently, departments do not maintain personnel files on contract employees." (Page 42)

Comments

Security clearances are conducted on all contract employees to ensure that such employees meet Sheriff's Department standards in the area of criminal history. Files on the individual contract employees are maintained in the Personnel Services vault which houses in-service personnel files for the Department. The files contain the security clearance.

The Department of Children's Services concurs with this recommendation, and the policy is currently being practiced. When the Department contracts with a firm that provides their own employee clearances, the firm maintains their own files and the Department has the right of inspection. When the firm does not provide their own clearances and the Department provides the clearances, then the Department maintains the files. We believe that as long as the Department has the right to inspection, there is no need to maintain personnel files on contract employees on the Department of Children's Services premises.

The Probation Department conducts fingerprint checks through the State of California Criminal Records index and the Federal Bureau of Investigation on all contract employees and grant employees. These files are retained as long as the employee works for the Department.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads maintain appropriate files in order to allow verification of the background clearance process. Currently, the Department of Children's Services does not maintain the background check clearance documentation or fingerprint cards of its employees in background clearance files." (Page 42)

Comments

The Department of Children's Services concurs with this recommendation. Currently, complete background checks are conducted on all employees. Fingerprint checks are done through the County's Internal Services Department. Since July 1, 1990, the Internal Services Department has changed their system to respond to all the Department of Children's Services fingerprint referrals, not just those on which they find convictions. As a result of this change, the Department of Children's Services maintains a control and follow-up system which ensures that each referral is accounted for and is properly filed in the employee's record.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads require all personnel to wear visible identification badges at all times when they are in the presence of wards of the court. We found many instances where personnel from the Department of Children's Services Transportation Division were not wearing professional attire or identification badges. This diminishes the level of security and control that should exist to protect and make children comfortable." (Page 42)

Comments

The Department of Children's Services concurs with this recommendation, and has implemented this policy. In September 1985, the Department issued identification (ID) badges to all employees on staff. ID badges were issued with identifying serial numbers. Since that time, all new employees are issued ID badges on their first day of work.

The Department of Children's Services is now also mandating that contract personnel who deal directly with children also wear ID badges. Additionally, the Department will issue a directive to all staff reiterating the need to wear their ID badges at all times during working hours.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads closely monitor contract provisions with regard to background checks with outside providers of services for children. Currently, the county is not adequately monitoring the contractors' performance." (Page 42)

Comments

The Department of Children's Services concurs with this recommendation. The Department of Children's Services has always conducted periodic monitoring of contract provisions affecting background checks on contract personnel who have contact with children. The Department now follows a systematic schedule for monitoring these contracts on a quarterly basis.

In regard to contracts with providers who transport children, which is highlighted in the Grand Jury's discussion of this recommendation, the Department of Children's Services has the added protection that the departmental court liaison staff know which drivers are to be transporting the children, and are correspondingly charged to report any deviation in personnel or routine procedure.

The Los Angeles County Probation Department conducts monitoring of contract provisions with regard to background checks through its Central Placement Office and Contract Monitoring Section.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads conduct thorough background investigations of all licensed foster parents prior to the placement of Department of Children's Services youth in the homes. Fingerprint record checks may not be sufficient to evaluate the appropriateness of foster parent applications. The advantage of this action must be weighed against the potential adverse impact on foster parent recruitment." (Page 42)

Comments

The Department of Children's Services concurs with this recommendation. The State requires a criminal record and child abuse index clearance on all potential foster parents. If the clearances result in a negative report, a more extensive investigation is completed.

Effective October 1, 1990, the State Department of Social Services assumed responsibility for the licensing of foster parents in Los Angeles County. The Department of Children's Services will work with the State to implement the Grand Jury's recommendations to consider conducting more thorough background investigations of all licensed foster parents.

SUBSTANCE-EXPOSED INFANT PROBLEM IN LOS ANGELES

The Committee reported that children born addicted, and drug abusing parents, have a tremendous impact on the County's child welfare services, health, social services, educational and legal systems.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads develop consistent policies and protocols for identifying, screening, and referring substance-exposed infants. There is currently no consistent county-wide policy as to who gets tested and when. There is substantial variation both in policy and procedure." (Page 43)

Comments

The Department of Health Services concurs with the recommendation. The Department is evaluating its protocols to develop a consistent County-wide policy with respect to screening, testing, and referral protocols. The Department is also evaluating the feasibility of incorporating testing and reporting protocols in its obstetrical overflow contracts. Additionally, the Department of Health Services will work with other Departments in these efforts, as appropriate.

Recommendation

"The Grand Jury recommends the Board of Supervisors, and the appropriate Department Heads enforce existing laws requiring reporting of all infants exposed to drugs; and lobby at the state level for mandatory drug and alcohol testing at the prenatal and delivery stages. Drug testing is not mandated either prenatally or at birth. Additionally, testing and reporting is left to the attending physician's discretion and thus private facilities are not reporting substance-exposed infants." (Page 43)

Comments

The Department of Children's Services and the Department of Health Services agree that private and county hospitals need to develop formal written protocols on testing and reporting of substance-exposed infants (SEIs). As this Grand Jury report points out, the private sector hospitals have the greatest need to improve uniformity of testing and reporting.

To this end, the Department of Children's Services supported SB 2669 (Chapter 1603, Statutes of 1990). This legislation directly addresses the reporting responsibilities of hospitals regarding SEIs. It calls for uniform assessment tools to be used by hospitals in determining the need to report SEIs. The legislation makes clear that a positive result for drug abuse at the time of delivery is not necessarily a sufficient basis for reporting child abuse or neglect. Any indication of maternal substance abuse would lead to an assessment of the needs of the mother and child, and, if other factors are present that indicate risk to a child, a report would be made. The law also requires counties to establish protocols between health and welfare departments and public and private hospitals, with regard to the application and use of the assessment report on a substance exposed infant.

The Department of Children's Services also supported Assembly Bill 2268 (Chapter 1437, Statutes of 1989) which addresses the needs of medically fragile infants. In August 1990, the Department of Children's Services met with the Department of Health Services and 50 private hospitals to discuss the provisions of the bill which address consistent assessment protocols.

The Departments will continue to support legislative and community efforts to standardize assessment and reporting of SEIs, and comply with reporting requirements.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads enhance access to drug rehabilitation services for pregnant and parenting drug addicts and their families. Our findings suggest that there are limited community resources available to pregnant drug-using mothers." (Page 43)

Comments

The Department of Health Services concurs with this recommendation. The provision of new and expanded treatment and prevention services to the expectant addicted mother and her infant is an identified high priority in the 1990-91 County Drug and Alcohol Plans. Some of this urgent need is being met through State funded Perinatal Pilot Projects at Martin Luther King, Jr./Drew and Harbor/UCLA Medical Centers, and a newly created Social Model Perinatal Project. Additionally, the Department of Health Services will work with other Departments in these efforts, as appropriate.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and appropriate Department Heads investigate services being provided at the contract group nurseries and determine whether the Contract price is justifiable when compared to the reimbursement rate of foster care. Our findings show that these contract group nurseries are not accepting medically fragile drug-exposed infants as intended by the County's contract. Therefore, the medically fragile infants are being placed with specially trained foster parents at substantially lower rates, i.e., \$600 as compared to \$3,700 a month." (Page 43)

Comments

The Department of Children's Services disagrees with this recommendation. The three specialized infant shelters referred to in the report were established by private sector providers to relieve the overcrowded conditions in the public shelter, MacLaren Children's Center, not to care for children requiring skilled nursing care. The facilities are not authorized, per SDSS Community Care Licensing regulations, to serve children with medical needs requiring skilled nursing care.

The shelters are staffed with an enriched treatment team which includes psychiatrists, psychologists, licensed clinical social workers and caregivers who have extensive educational backgrounds. These shelters, therefore, sometimes take infants with special medical needs. Rate payments to these Infant Shelter Care facilities are set by the State Foster Care Rates Bureau after a comprehensive review of their services. All group home rates are set in accordance with a formula contained in State law. The three shelters are, in summary, providing services as contracted.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads develop strategies for better identifying and assessing the needs of substance-exposed infants. From our review, the County is currently not identifying 85 percent of the substance-exposed infants." (Page 43)

Comments

The Department of Children's Services agrees with this recommendation and has implemented an extensive training procedure in the assessment and care of SEIs, which is being used by all Children's Social Workers. Further, for SEIs who meet the specific criteria of Assembly Bill 2268, which addresses the needs of all medically fragile infants (not just drug-exposed), services are provided through the Department's Specialized Medical Placement Unit. AB 2268 provides for a comprehensive interdisciplinary assessment of the medically fragile infant's needs including input from physicians, Children's Social Workers, foster parents, natural parents and other health care professionals. These procedures are already established and being practiced at the Department.

The Department of Health Services also concurs with this recommendation. There are existing protocols for identifying substance-exposed infants utilized by Department of Health Services and the Department is working to develop a consistent County-wide policy. County hospitals are legally required to obtain written consent in order to test the mother and child. Current child abuse reporting laws require the removal of an infant from a mother who tests positive; this creates a major compliance obstacle in obtaining voluntary consent.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads evaluate the impact of Senate Bill 2669, and consider lobbying the State against its passage due to the change in mandatory reporting of substance-exposed infants. Senate Bill 2669 stipulates that infants with positive toxicological tests will not automatically be referred for child welfare services, but rather will be referred to a public health nurse to make an assessment." (Page 43)

Comments

Senate Bill 2669 was approved by the Legislature on September 30, 1990 as Chapter 1603 of the Statutes of 1990. Although favoring the concept of protecting the health of substance-exposed infants, the Board of Supervisors opposed this legislation due to its unfunded State mandates on counties.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads develop and implement structured educational programs for all patients in family planning and prenatal clinics on the effects of drug use during pregnancy." (Page 43)

Comments

The Department of Health Services concurs with the recommendation. The Department is expanding the use of structured educational programs, beginning with the development of in-service drug and alcohol educational programs for professional staff in the family planning and prenatal clinics. Structured educational programs to address the effects of drug use during pregnancy are also being developed for patients in family planning and prenatal clinics which can be augmented by the trained professional staff.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads create an inter-agency task force to develop a county-wide strategic plan to address the interdisciplinary needs of substance-exposed infants, over the life-cycle from prenatal exposure through school age. The County currently lacks a strategic

plan to address the issue of the pregnant and parenting addict and her children." (Page 44)

Comments

The Department of Health Services concurs with the recommendation. The Alcohol and Drug Program Administration of the Department of Health Services is the State mandated lead agency in developing the Los Angeles County Master Plan for Alcohol and Drug Abuse. The development of the Master Plan will involve inter-agency agreements with other County departments, and appropriate City, State and law enforcement agencies. The Master Plan effort is to address, on a County-wide basis, the use of drugs and alcohol by pregnant women, and the effects of these substances on their children.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads request that the courts consider not awarding custody to the mother until she successfully completes the drug rehabilitation program. Our findings showed that custody is often awarded to the mother prior to the completion of her drug rehabilitation program." (Page 44)

Comments

The Court recognizes the Grand Jury's desire to minimize a minor's risk of continued exposure to a family environment when a parent is involved in drug abuse. However, the Court also recognizes that it must make its evaluations on a case by case basis, all in the best interests of the child. Such decisions must be made in the context of maximum input from counsel, caseworkers, and in some cases, court-appointed special advocates. Judicial discretion and independence regarding the disposition must be maintained, absent a statute which mandates successful completion of a drug rehabilitation program by the mother before making an order awarding custody.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and appropriate Department Heads evaluate the effectiveness of the Welfare and Institutions Code Section 330 contracts as a means to reunify mother with infant and enforce the completion of contract terms prior to the twelve month expiration. Our findings showed that Welfare and Institutions Code Section 330 contract renewals were being made for mothers who failed to complete the drug rehabilitation program within the contract period, who continued drug usage and/or gave birth to another "drug baby." (Page 44)

Comments

The Department of Children's Services agrees with the report that ongoing evaluation and change, particularly in this relatively new program, is necessary. A new more

comprehensive WIC 330 contract will be developed for the high risk units. A task force has been formed to establish written procedures for the use of the WIC 330 contract. The target date for implementation is set for May 1991. New supervisory controls will be developed that allow for ongoing management reporting.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads develop uniform strategies with the local school districts and special education programs to better meet the needs of the substance-exposed infants entering the school system. There is currently no curriculum established specifically addressing drug-exposed children that have behavior disorders and processing delays, nor are there any special classes developed to help these substance-exposed infants overcome their difficulties. Teaching strategies for "drug babies" are being developed in the PED studies and need to be incorporated into the school lesson plans." (Page 44)

Comments

Presently, the Office of Education and local school districts have focused on this issue informally through networking, workshops, seminars and conferences. The Superintendent will formalize the process and form a multi-agency task force to develop uniform strategies and teacher training curricula. Additionally, two pilot classes for substance abuse infants will be opened in the Fall.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and appropriate Department Heads improve training for teachers by bringing in specialists on the developmental impacts of drug exposure as well as developing teaching strategies. As studies on substance-exposed infants develop, teachers are finding that they lack the educational training to cope with these children. Schools are turning to their districts for program assistance since special education programs are not tailored to meet their needs." (Page 44)

Comments

Presently, the Office of Education and local school districts have focused on this issue informally through networking, workshops, seminars and conferences. The Superintendent will formalize the process and form a multi-agency task force to develop uniform strategies and teacher training curricula.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and appropriate Department Heads appoint a headstart coordinator to identify the developmental needs of substance-exposed infants placed at county facilities, including MacLaren Children's Center and

Bienvenidos. Substance-exposed infants placed in group homes such as MacLaren Children's Center or Bienvenidos are not receiving special early intervention services. These substance-exposed infants are often not identified for any developmental problems and do not get a chance for referral into any prevention or special education programs." (Page 44)

Comments

The County Office of Education attempted to institute headstart classes at MacLaren Hall approximately two years ago. The State refused to fund these classes at that time due to legislative and policy issues. The County Office of Education continues to explore options which might permit implementation of this program.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and affected Department Heads establish appropriate cost effective mechanisms for the medically fragile infants. Evaluate the feasibility of increasing payments to foster care parents who provide care for medically fragile infants. Currently, the county has contracted with group nurseries to care for these infants, however, the nurseries are not accepting a substantial number of them. The nursery contract price is \$3,700 per infant per month, whereas the price for foster care is \$621." (Page 45)

Comments

The Department of Children's Services concurs with this recommendation; however, the State Department of Social Services sets the rates for foster care. The Department of Children's Services recently requested the State Department of Social Services to modify Schedule F rates to include SEIs and HIV exposed infants. The response was that the Schedule F definition is broad enough to include these children and that F rates may be paid at the County's discretion. Foster parents caring for these infants may receive the Schedule F rate of \$652.00 per month as opposed to the basic rate of \$345.00 per month. The Department of Children's Services is currently practicing this policy.

EMANCIPATION PLANNING

Recommendation

The Grand Jury recommends that the Department of Children's Services continue to evaluate foster child eligibility for the Independent Living Program. Referrals to the community colleges and the skill centers should be made early in the year for all juveniles turning 16 years of age that year." (Page 45)

Comments

The Department of Children's Services concurs with this recommendation. The Department evaluates all foster youth age 16 and over for ILP services. The ILP runs on the Federal Fiscal Year (October 1 to September 30) and referrals begin in October of each year. Referrals are sent on a flow basis and classes are scheduled throughout the year.

Recommendation

"The Grand Jury recommends that the Department of Children's Services create a transition counseling program of six to nine months culminating in emancipation of the young adult. This program should be set up to assist the young adult in locating housing, securing employment, school registration and managing savings." (Page 45)

Comments

The Department of Children's Services concurs with this recommendation. The ILP classes and Skill Center training represent a six to twelve month program for all youth who choose to participate in the program. Housing, employment, educational opportunities and money management are all topics covered in the classes.

Recommendation

"The Grand Jury recommends that the Department of Children's Services create programs to plan for the successful emancipation of all young people in their care." (Page 45)

Comments

The Department of Children's Services concurs with this recommendation. ILP is a program that plans for the emancipation of young people in the Department's care. Most of the children can participate in this program except for youth in MacLaren Children's Center. The United Friends of the Children (UFC), a volunteer group, has designed and implemented an emancipation program for youth at MacLaren Children's Center. The Department cannot make it mandatory for minors to participate in the ILP or the MacLaren Children's Center program, though every effort is made to encourage ILP participation, and departmental Social Workers have been trained in this regard.

Recommendation

"The Grand Jury recommends that the Department of Children's Services create group-foster-emancipation homes to ease the minor in the transition from foster care to independence." (Page 45)

Comments

The Department of Children's Services concurs with this agreement, and is developing a program for specialized group-foster-emancipation homes. The Department will be applying for Federal Grants in March 1991 and May 1991 to assist in this effort. The Department of Children's Services has set September 1991 as the target date for a full update on the funding prospects. Implementation will depend on funding availability.

Recommendation

"The Grand Jury recommends that the Department of Children's Services evaluate the potential for reunification of minors with their families. If reunification is unlikely, all placements should be made with emancipation in mind." (Page 45)

Comments

The Department of Children's Services is currently practicing this policy.

Recommendation

"The Grand Jury recommends that the Los Angeles County Office of Education form a task force for emancipation. This task force should consist of school district representatives. The goals of the task force should be:

- a. To share available curriculum.*
- b. To distribute and develop courses of study that prepare non-college bound students for success in the workplace.*
- c. To distribute information to the school districts to enable them to:*
 - (1) Offer emancipation supportive classes for the non-college bound students.*
 - (2) Offer classes to prepare non-college bound students for independent living." (Page 46)*

Comments

The Los Angeles County Office of Education has a task force which includes school district representatives and which addresses these issues as part of their mission.

LOS ANGELES COUNTY OFFICE OF EDUCATION

Recommendation

"The Grand Jury recommends that:

1. *The Los Angeles County Office of Education locate suitable sites for establishing additional community school programs." (Page 46)*

Comments

This has been an ongoing program for the Office of Education. In Fiscal Year 1990-91, the department opened ten additional community school programs. This brings the total number of sites to 32. The department is continuing to seek additional locations.

LOS ANGELES UNIFIED SCHOOL DISTRICT

"The Grand Jury recommends that:

1. *The Los Angeles Unified School District Special Education Program at J.P. Widney High School be expanded to include swimming and water safety." (Page 46)*

Comments

This recommendation is not within the County's jurisdiction and is referred to the appropriate entity for review and subsequent action.

DEPARTMENT OF CHILDREN'S SERVICES

Recommendation

"The Grand Jury recommends that the Department of Children's Services' shelter care providers improve procedures for escorting children to the court check-in-desk." (Page 47)

Comments

The Department of Children's Services concurs with the recommendation for improvement in procedures for escorting children to the court check-in-desk which would decrease trauma and anxiety to the children. The new Children's Court will allow us to bring the children in through a special entrance, separate and apart from prisoners and other conditions which are not in the best interest of children. There are also elevators dedicated as "children's elevators". The new building was designed with features that will appropriately accommodate the needs of the children.

Recommendation

"The Grand Jury recommends that the Department of Children's Services improve activity programs for the children waiting to go into court in the shelter care facilities." (Page 47)

Comments

The Department of Children's Services concurs with this recommendation. However, the current Shelter Care program is largely dictated by the physical environment and staffing. The Department is working with community representatives who are experts in the area of child care settings. All of our planning has been done in conjunction with the design consultant for the Children's Court now under construction.

We must also emphasize that, while children are arriving at court in the early morning, visitors may see the television playing and conclude that this is the primary activity in Shelter Care. There are a number of activities which take place simultaneously throughout the court day, including certain games children can play, arts and crafts and discussion with the staff or volunteers. Unless a visitor watches the child's day from start to finish, it is difficult to see everything that happens. However, improvement efforts are ongoing and will be implemented with the opening of the new Children's Court.

Recommendation

"The Grand Jury recommends that the Department of Children's Services immediately cease using the current 'Introductory' video tape." (Page 47)

Comments

The Department of Children's Services concurs that the "Introductory" video tape is outdated. Therefore, in most instances the Department uses a volunteer from the Child Advocates Office to explain court procedures which encourages participation and questions by the children.

Recommendation

"The Grand Jury recommends that the Board of Supervisors support the current Juvenile Dependency Court proposal for a testing center at Eastlake Juvenile Hall." (page 48)

Comments

The Superior Court concurs with the recommendation. The Superior Court facilitated obtaining a grant, in the sum of \$40,000, from the Silbert Foundation to fund the costs of designing a comprehensive youth testing and evaluation program. The Court, the Probation Department, and the National Council on Crime and Delinquency (NCCD) are collaborating on development of a funding program through the private sector to establish the testing center. The program is supported by the local Office of Education and is

currently under the supervision of Judge Sherman Smith, Jr., Presiding Judge, Northeast Juvenile Justice Center.

The Department of Children's Services also concurs that the testing of children to determine their needs, and if these needs are being or have been met, is essential to the court for making appropriate plans for the children. Additionally, testing could provide a basis for data collection essential for any meaningful evaluation of out-of-home placement of children.

The Department of Children's Services feels that careful consideration should be given to this project so that the constant travel to and from the testing center would not add additional confusion, disruption, and anxiety to the children who are already experiencing the stress of going to court for their dependency hearing.

Recommendation

"The Grand Jury recommends that the Department of Children's Services establish visitation centers where children under supervision may visit with their parents, relatives and friends." (Page 48)

Comments

The Department of Children's Services concurs with the intent of the Grand Jury in making this recommendation, as a means of facilitating parent, relative, and child visits. The Department supports the concept of monitored visits and the development of a protocol for standards of supervised visitation. However, from a strict social work perspective, the best interests of the children and their families are better served by having visits in a home setting, either the natural parents' home or foster home. These types of settings are more conducive to reunification and improved child-parent relationships than an institutionalized center for family visits.

The Superior Court also fully supports the concept of monitored visitations for children in out-of-home placement. The Supervising Judge, Juvenile Dependency Court, is currently reviewing the work product of the Family Law Court and the Los Angeles County Domestic Violence Council, connected with the development of a protocol for standards of supervised visitation. It is believed that such standards may be applicable to family visitation activities associated with children temporarily placed with foster parents, relatives, or friends.

JUVENILE COURT SECURITY

Recommendation

"The Grand Jury recommends that the Los Angeles Superior Court review the security surroundings of the juvenile courts, particularly in areas where the Los Angeles County Probation Department personnel load and unload children." (Page 48)

Comments

The Superior Court, along with the Grand Jury and the Los Angeles County Probation Department, recognizes that perimeter security at certain juvenile court locations is a serious concern. Currently, juvenile detention facilities located at Los Padrinos, Eastlake, and Sylmar with adjacent courts, have security fencing equipped with razor wire. When adequate funding is obtained, the Probation Department recommends, and the Superior Court concurs, that the installation of a sallyport at the Inglewood Juvenile Court facility would greatly enhance security when detained minors are transported to court. A current estimate for completion of the sallyport is \$40,000 with the Probation Department exploring possible funding sources.

LOS ANGELES COUNTY PROBATION DEPARTMENT

Recommendation

"The Grand Jury recommends that the Probation Department continue to raise salaries for entry level employees commensurate with the responsibilities." (Page 48)

Comments

The Los Angeles Probation Department continues to raise salary levels for entry level employees to meet departmental needs.

Recommendation

"The Grand Jury recommends that the Board of Supervisors support the continuation of the Probation Department Camp Program and its expansion." (Page 49)

Comments

The Los Angeles County Probation Department has had the support of the Board of Supervisors in continuation and expansion of its camp program with funding for construction and operation of its 720 bed Challenger Memorial Youth Center.

Recommendation

"The Grand Jury recommends that the Probation Department increase parenting, sex and health education classes in camp programs." (Page 49)

Comments

The Los Angeles County Probation Department is actively collaborating with the Los Angeles Office of Education to expand the range of parenting classes in the camps. Sex and health education classes are currently being conducted by the Department of Health Services under a grant program.

Recommendation

"The Grand Jury recommends that the Probation Department re-establish home and school monitoring of children on probation." (Page 49)

Comments

The Los Angeles County Probation Department has established and is seeking to expand contract services with school districts to provide home and school monitoring of children on probation. Further, the Department is seeking to expand the intensive supervision programs for children placed on probation in the community.

TRUANCY MEDIATION PROGRAM

Recommendation

"The Grand Jury recommends that the District Attorney's Office continue its support of the Truancy Mediation Program." (Page 49)

Comments

The District Attorney's Office indicates it is continuing its efforts to expand and improve the Truancy Mediation Program so that it may serve more children and parents in the County of Los Angeles.

Recommendation

"The Grand Jury recommends that the District Attorney's Office evaluate the processing of truancy cases in order to reduce the time involved." (Page 49)

Comments

The District Attorney's Office indicates that, as a result of an initial evaluation, it has proposed three changes to reduce the time of processing truancy cases. These changes are to allow Student Attendance Review Boards to refer cases directly to the mediation hearing officers; to work with the Office of Education to develop a training course for Student Attendance Review Boards; and to expand the filing criteria to include violations of all reasonable and proper orders of school authorities and Student Attendance Review Boards.

Recommendations

"The Grand Jury recommends that the Board of Supervisors encourage the school districts to continue their participation in the School Attendance Review Boards (SARB). (Page 49)

"The Grand Jury recommends that the Board of Supervisors encourage the school districts to aggressively pursue truants through the use of family contact programs, community service support groups and cooperative programs with cities and law enforcement." (Page 49)

Comments

The Board has and continues to support the active involvement of all community resources in the use and development of programs, including the School Attendance Advisory Board, which will minimize truancy. This joint effort of families, school districts, law enforcement and community service groups working together will encourage our youth to attend classes on a regular basis.

GOVERNMENT OPERATIONS COMMITTEE

The stated purpose of the Government Operations Committee was to look into practices and procedures of cities and County agencies and to investigate citizens' complaints received by the Grand Jury concerning these entities. This included a review of the implementation of recommendations made by the 1987-88 Grand Jury concerning the Assessor's Office and a study of policies and procedures by which the County solicits, reviews and monitors service contracts. The Committee also examined fiscal review processes in redevelopment projects and local government procedures used to certify Disadvantaged Business Agencies.

REVIEW OF THE ASSESSOR'S OFFICE

Recommendation

"The Grand Jury recommends that the Assessor take further action on the following seven 1987-88 Grand Jury recommendations:

A. 1987-88 Recommendation 5

"The Grand Jury recommends that the County Board of Supervisors consider passing an ordinance to instruct title companies to assist the homeowner in completing a homeowners exemption claim during the escrow process." (Page 56)

Comments

The Assessor's Office indicated disagreement with this recommendation and that it has implemented revised procedures for processing homeowners exemption claims since this recommendation was first made. The Assessor's Office believes this new procedure should result in the elimination of the majority of instances where tax bills fail to reflect the homeowners exemption.

B. 1987-88 Recommendation 14

"The Grand Jury recommends that the Assessor build a system interface between the Los Angeles County Department of Public Works and the City of Los Angeles Building and Safety Department." (This recommendation should have read: The Grand Jury recommends that the Assessor build systems interfaces between its systems and the Los Angeles County Department of Public Works and the City of Los Angeles Building and Safety Department.) (Page 56)

Comments

The Assessor's Office indicated that this recommendation has been implemented. The Permit Section began systems interfacing with both the above named departments in August 1989.

C. 1987-88 Recommendation 15

"The Grand Jury recommends that an audit be conducted within the Assessor's Office to assure that all tax bills have an adequate audit trail in the Assessor's computer system." (Page 57)

Comments

The Assessor's Office indicated that it stands ready to cooperate fully with the Auditor-Controller and the Treasurer and Tax Collector to see that each assessment generates a correct tax bill and that adequate audit trails throughout the process are maintained.

D. 1987-88 Recommendation 19

"The Grand Jury recommends that the Personal Property Division investigate whether payroll taxes can be used as a vehicle for streamlining the discovery portion of the canvass." (Page 57)

Comments

The Assessor's Office indicated it has attempted to use this type of information in the past as an aid to discover personal property. The Office does not believe that such cross-referencing has aided its efforts to canvass the County each year.

E. 1987-88 Recommendation 20

"The Grand Jury recommends that the Personal Property Division field appraisers review new building permits filed to improve the ability to identify new commercial and industrial building construction and reduce escapes." (Page 57)

Comments

The Assessor's Office indicated that it has instituted a partial implementation of this recommendation. Commercial/industrial permits over \$50,000 were sent to our personal property area offices for investigation. The Office further indicated that it found that the field canvass works well without the added input provided by building permits.

F. 1987-88 Recommendation 25

"The Grand Jury recommends that the Audit group in the Personal Property Division review expanding its personnel headcount to conduct an increased number of audits beyond those mandated by law and the limited number of other audits conducted." (Page 57)

Comments

The Assessor's Office indicated that the Personal Property Division hired 40 new Auditor/Appraisers from June 1988 to January 1989. Also, the number of non-mandatory audits completed between fiscal year 1988-89 and fiscal year 1989-90 increased from 292 to 713.

G. 1987-88 Recommendation 26

"The Grand Jury recommends that the Assessor continues to maintain a central record of conflict matters which would include the following:

- *Documentation of disciplinary actions.*
- *Documentation of all judgments on the ethics matter.*
- *AH disclosure forms (gifts, financial interest and outside employment).*
- *Documentation indicating that all disclosure forms have been reviewed and who has reviewed them.*
- *Documentation verifying that each prescribed conflict of interest procedure is carried out even when no problems are discovered.*
- *Ethics Committee minutes." (Page 57)*

Comments

The Assessor's Office indicated that it agrees and is in the process of fully implementing this recommendation.

Recommendation

"The Grand Jury recommends that the Assessor's Office develop procedures to eliminate the causes of the most common public inquiries." (Page 57)

Comments

The Assessor's Office indicated that it makes ongoing efforts to identify public service problems and to modify procedures and systems processing to eliminate tax payer concerns.

Recommendation

"The Grand Jury recommends that the Assessor identify the most common causes for File Activity Reports, and then implement procedures to reduce the frequency of priority File Activity Reports resulting from those most common causes." (Page 58)

Comments

The Assessor's Office indicated that it has begun to implement this recommendation. Also, the Ownership Services Division has identified the most common causes of File Activity Reports (FARs) and with the assistance of the Systems Division has reduced the numbers of FARs received. The Office further indicated that the Appraisal Division is also making efforts to reduce the number of FARs it generates.

Recommendation

"The Grand Jury recommends that the Assessor's Office, working with the Auditor-Controller, hire staff and develop a strategy to resolve the outstanding exceptions resulting from interfaces to the Tax Roll and Secured Tax Roll Systems." (Page 58)

Comments

The Assessor's Office indicated that it and Auditor-Controller are working cooperatively to develop a plan to resolve this situation. Further, a committee has been established to work on Secured Tax Roll interface problems. According to the Assessor's Office, this task force has solved and will continue to solve existing and ongoing interface problems.

Recommendation

"The Grand Jury recommends that the Assessor's Office work closely with the Treasurer Tax and Collector on redesigning the tax bills to clarify the forms and help reduce resulting taxpayer's inquiries and confusion." (Page 59)

Comments

The Assessor's Office indicated the understanding that the Treasurer and Tax Collector has completed this task. This Office rendered any and all assistance requested by the Treasurer and Tax Collector.

Recommendation

"The Grand Jury recommends that the Assessor's Office expedite the process to automate the deed and change of ownership information provided by the Recorder's Office. The Assessor and the Recorder should access deed and change of ownership documents using a shared document imaging system." (Page 59)

Comments

The Assessor's Office indicated that it has recently begun to explore the possibilities presented by Document Imaging Systems. Also, the Office currently has a pilot project where historical (1900 to 1979) tract index books have been stored on optical disks. If this project is a success, the Assessor's Office indicated it intends to look at other uses for the Document Imaging System, such as the Assessor's mapbooks.

Recommendation

"The Grand Jury recommends that the Assessor's Office modify the transfer system to support monthly transfer listings." (Page 60)

Comments

The Assessor's Office indicated that it has partially implemented this recommendation by increasing the annual number of Transfer Listing Runs from 5 to 8. Also, one run is generated each six weeks during the period from October through May, plus one run in the summer for all remaining prior year transfers.

Recommendation

"The Grand Jury recommends that the Assessor's Office investigate using hand-held electronic input devices to reduce the amount of data entry and verification of personal property data." (Page 60)

Comments

The Assessor's Office indicated that it has investigated hand-held electronic devices and found them to be incapable at present of performing as would be needed. According to the Office, 20 to 30 percent of the business locations canvassed each year have some sort of change to be entered and existing machines do not have enough capacity.

Recommendation

"The Grand Jury recommends that the Assessor's Office upgrade or replace its personal property system to accommodate prior year data and allow for changes on an exception basis." (Page 60)

Comments

The Assessor's Office indicated that it agrees with this recommendation and as resources permit, intends to implement it.

Recommendation

"The Grand Jury recommends that the Assessor's Office develop an integrated lease and referral system." (Page 60)

Comments

The Assessor's Office indicated that it agrees with this recommendation and is in the final phase of developing a software package to accomplish this task. The Office anticipates software completion before the end of this fiscal year.

Recommendation

"The Grand Jury recommends that all existing employees be required to sign a Code of Ethics Certificate to ensure that they all receive copies of the new Code of Ethics. Also, employees should be aware of the forms, disclosure requirements, and penalties contained in the new Code of Ethics." (Page 61)

Comments

The Assessor's Office indicated that it agrees with this recommendation and that a comprehensive Code of Ethics is at present under final review by the Assessor. The Office further indicated that it anticipates compliance soon with all the suggestions made above.

Recommendation

"The Grand Jury recommends that the Assessor's Office provide a process to assure that the confidentiality of all employees who report alleged ethics violations be protected. Also the Assessor's Office should appoint an independent body to investigate all alleged ethics violations." (Page 61)

Comments

The Assessor's Office indicated that it agrees with this recommendation and that a form for reporting an alleged ethics violation is being developed. The Office further indicated that this new code provides for an independent body to investigate possible ethics violations and that confidentiality will be assured.

COUNTY'S CONTRACTING POLICIES, PROCEDURES AND OPERATIONS

The Government Operations Committee studied the effectiveness of the County's contracting activities to determine how the County ensures that contracted goods and services are provided within the contract terms and requirements.

Recommendations

"The Grand Jury recommends that the Board of Supervisors and Chief Administrative Office develop an ordinance defining contracting requirements applicable to non-Proposition A contracts. The Current Ordinance applies only to Proposition A contracts which comprise a relatively small percentage (approximately 4 percent) of the total number of agreements of the county's contracts." (Page 62)

"The Grand Jury recommends that the Board of Supervisors and Chief Administrative Office develop comprehensive Countywide contracting policies, procedures, and a manual applicable to non-Proposition A contracts. There are currently no countywide policies, procedures, or a manual to provide guidance in contracting for non-Proposition A services." (Page 62)

Comments

The Purchasing Agent, with assistance from the Chief Administrative Office, is in the process of preparing a recommended ordinance for non-Proposition A contracts for consideration by the Board of Supervisors. A corresponding manual is also being developed.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and Chief Administrative Office develop, for the Board of Supervisors approval, a policy on conflicts of interest. There currently are no policies defining what constitutes a conflict of interest." (Page 62)

Comments

The County Ordinance and Government Code presently address circumstances which constitute a conflict of interest.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and Chief Administrative Office develop a standard format for the submission of letters to the Board of Supervisors requesting contract approval and signature. The format of letters to the Board of Supervisors requesting contract approval and signature vary widely. A consistent format would facilitate Board understanding and approval." (Page 62)

Comments

Every Board letter recommending contract approval is currently accompanied by a standardized Executive Summary to expedite review and to ensure that all essential contract elements are addressed.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and Chief Administrative Office develop a centralized county-wide contracting information system to maintain information on:

- Qualified contractors (Bidder's List)*
- Contract document formats*
- Contractor performance indicators and monitoring methods*
- Contractor performance histories*
- Active County contracts*
- Disadvantaged Business Enterprise Certification*
- Other vendor information*

The county's 33 independent contracting agencies currently duplicate much of the effort required to contract for services." (Page 62)

Comments

The County's Contract Managers Network is currently examining the feasibility of maintaining a central bidders list which would assist potential contractors in receiving information on solicitations and would also share relevant information on contractors between departments.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and Chief Administrative Office develop a training function to provide training on County contracting policies, procedures and operations. There is no centralized training nor has there been any formal contracting training since 1985." (Page 63)

Comments

As noted in the contract auditor's report to the Government Operations Committee, the County's Contract Managers Network has surveyed departments to assess training needs with the goal to providing appropriate centralized training. A list of the training topics identified in the Network's survey is provided in Exhibit 3 of the contract auditor's report. The Network also maintains a Countywide Contracting Manual which includes comprehensive procedural guidelines for departments in the contracting process.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and Chief Administrative Office enhance the ability of the Purchasing Department to provide centralized contracting technical assistance. Negotiated bidding to departmental contracting personnel. Many of the county's independent contracting organizations lack the expertise necessary to effectively contract for services." (Page 63)

Comments

The Purchasing Agent currently provides contracting technical assistance to departments and is examining additional ways to enhance the availability of such assistance through an Acquisition Management Program.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and Chief Administrative Office develop an optional centralized contract mediation function to intervene in the disputes between contracting departments and contractors. There currently is no designated mechanism to mediate disagreements between contracting departments and contractors." (Page 63)

Comments

A number of departments already have procedures for mediating contract disputes which are successfully in place. The Chief Administrative Officer concurs that any central mediation function should be optional for each department.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and Chief Administrative Office enhance the ability of the County Auditor-Controller to conduct periodic reviews of county contracting activities to ensure compliance with County policies. There should be an audit program for contracting operations to ensure contracts are being awarded in compliance with county policies and regulations and that active contracts are being adequately monitored." (Page 63)

Comments

The Auditor-Controller currently includes contract functions as part of its periodic department audits, including a review of cost-effectiveness comparisons and evaluation of contract monitoring.

Additionally, the Chief Administrative Office routinely reviews each contract and the County Counsel approves it as to form before it is recommended for Board approval.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and Chief Administrative Officer (CAO) work with the Board of Supervisors to award contracts in excess of \$25,000 through a competitive process. Contracts in excess of \$25,000 that must be awarded through a non-competitive process should be submitted to the CAO for review and approval based on clear policies and criteria. It is estimated that between \$350 and \$450 million in active county contracts (about 46 percent of the total) were awarded through a non-competitive process. While it is important to note that it is not possible nor

beneficial for the county to award all contracts through a competitive process, increased competitive awarding of contracts could significantly benefit the county." (Page 63)

Comments

The Chief Administrative Officer is currently examining ways to increase the use of competitive negotiations, where feasible. However, it should be noted that literally tens of millions of contract dollars are spent every year for services which cannot be competitively bid, such as services provided by foster care homes.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and Chief Administrative Officer (CAO) expand the list of eligible vendors in cases where insufficient proposals are received to make an award through a competitive process. If expansion of the list does not result in a competitive process, approval should be obtained from the CAO prior to the contract award. Some contracts are being awarded when there is not adequate participation by potential vendors to make the process competitive." (Page 63)

Comments

The County maintains an aggressive outreach program to acquaint potential bidders with County contracting opportunities and to assist them in joining appropriate bid lists. This includes a Vendor Guide which explains how to bid on County contracts; periodic seminars and conferences geared to acquaint minority and women-owned businesses with County contracting opportunities; and a business directory which is made available to all departments by the County's Affirmative Action Compliance Officer for use in developing competitive bid lists.

Recommendations

"The Grand Jury recommends that the Board of Supervisors and Chief Administrative Officer expand the use of penalty clauses within contracts as a method of enforcing contract compliance and performance without having to resort to contract termination. There is no policy on the use or enforcement of contract penalties. We found two-thirds of the contract organizations had terminated contracts if performance varied beyond contracted levels." (Page 63)

"The Grand Jury recommends that the Board of Supervisors and the Chief Administrative Officer establish penalty clauses for contract non-performance that represent meaningful financial disincentives for contractors to perform satisfactorily. In many cases, penalties assessed against poorly performing contractors were not sufficient to cause contractors to change their performance." (Page 64)

"The Grand Jury recommends that the Board of Supervisors and Chief Administrative Officer review the enforcement of penalty clauses for contract non-compliance or non-performance. Departments should make necessary adjustments in future contract

monitoring and enforcement activities. Contract penalty clauses are often not enforced resulting in loss of an effective means of enforcing contract compliance as well as lost revenue to the County." (Page 64)

Comments

As reported by the contract auditor to the Government Operations Committee, all contracts awarded under authority of Proposition A contain penalty or deduct clauses as a standard. The Grand Jury's recommendations related to penalty clauses, as they might be uniformly applied to non-Proposition A contracts, will be referred to the County's Risk and Insurance Management Agency for consideration.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and Chief Administrative Officer re-evaluate the use of bonding as a cost-effective means of ensuring contractor performance. Because of the cost associated with requiring bonding, and the limited need to resort to enforcing a claim against a bonding company, bonding may not be the most cost-effective means of achieving the county's intent." (Page 64)

Comments

The Chief Administrative Office is currently examining this issue with the intent to develop recommendations for new bonding procedures. While the County has seldom had occasion to enforce a claim against a bonding company, bonds can serve a useful purpose as leverage in certain situations.

REDEVELOPMENT FISCAL REVIEW PROCESS IN LOS ANGELES COUNTY

The Grand Jury was concerned about the financial impact which redevelopment projects have on the County budget, noting that the amount of property taxes allocated to such projects has been growing rapidly in the County.

Recommendation

"The Grand Jury recommends that the County Board of Supervisors lobby the State Legislature to devise a method to encourage Fiscal Review Committee (FRC) agreements without the threat of litigation. Alternatives such as arbitration or mediation could avoid "forced solutions" which may occur because cities and counties anticipate that no solution will lead to a lawsuit." (Page 65)

Comment

The filing of litigation is the least preferred method and last option used by the County to reach an agreement with a community redevelopment agency (CRA). The possibility of litigation is influential in reaching an agreement, but does not of itself "force solutions."

What encourages the development of agreements with CRAs is their concern with timely resolutions and ability to proceed unencumbered.

The County has sponsored several bills designed to improve the agreement process. In the current legislative session, the County sponsored SB 998 (Presley) as a means to simplify negotiations. The bill went through a series of amendments, but ultimately failed passage in committee. However, the County will continue to pursue legislative changes that assist negotiations.

Recommendation

"The Grand Jury recommends that the Board of Supervisors attempt to convince the Legislature to shift the burden of proof in the fiscal review proceedings from the County to the CRA where CRAs already capture a specified percentage of the available property tax. The current process has the CRA develop findings and a position, and places counties in the position of challenging or threatening to litigate the matter. Where CRAs already capture more than 5 to 10 percent of the property tax, the proposing agency should be required to justify the need for tax increment financing. This change would help counties achieve equitable agreements with CRAs." (Page 65)

Comment

Under the existing law, CRAs are required in the preliminary report for a proposed project to note the types of financing that may be used to redevelop a project area. In the County's negotiations with CRAs, all potential alternative financing sources are considered. However, a CRA is neither required by statute to prioritize the expenditure of financial resources nor make findings as to the need for tax increment.

In 1986, the County sponsored AB 4367 (Waters) which attempted to reserve the redevelopment process and tax increment financing as last resort measures to be used when other private and public funding sources are not sufficient. The bill did not survive the first committee review.

More recently, the County sponsored AB 498 (Polanco) which also required agencies to justify the use of tax increment over other financing alternatives. The bill was substantially amended and the chaptered bill addresses the content of the preliminary report and requires agencies to respond to the FRC report submitted by taxing entities.

Recommendation

"The Grand Jury recommends that the Board of Supervisors lobby the Legislature to require that the statutory contents of CRA plans and amendments be improved. County staff describe CRA plans as generally uninformative and vague. This information gap leads the County to spend additional research time to understand the project and develop a negotiating position." (Page 65)

Comment

Redevelopment plans and amendments are considered justifiably vague by CRAs because of the difficulty of determining goals and financing methods for the life of a project which may last from 20 to 50 years. Plans should be required to provide more detailed justification for the limits set by the Plan.

For example, the Plan should provide specific information about each improvement planned and the estimated cost of the improvements. The total cost of the planned improvements should total the maximum tax increment limit set by the Plan. The same should be true of the bonded debt limit amount. The Plan should provide specific justification in terms of the amount of bonded debt needed, how bond proceeds will be used, etc. The last amendment to SB 998 (Presley) developed by the County proposed such language, however, the bill did not move out of the Assembly.

Recommendation

"The Grand Jury recommends that the Board of Supervisors lobby the Legislature to mandate full pass-through of the increment to a fire district, unless the district agrees to share the increment. Fire districts are particularly dependent on tax revenue from participating jurisdictions. Our review of recent CRA agreements showed that this dependency was recognized and the County Fire District received the full pass-through. A State mandate would insure continuation of this protection for fire districts." (Page 65)

Comment

The Board of Supervisor's current redevelopment policy includes a mandate that the Consolidated Fire Protection District (CFPD) receive full pass-through. The County has also supported legislation that would guarantee fire districts their proportionate share of tax increment. In 1986, the CFPD supported SB 1990 (McCorquodale) which required CRAs to redevelop fire stations or provide full pass-through to districts. This bill failed passage in committee.

Also, for the County's 1989-90 State legislative program, the Board adopted a policy to favor legislation which would modify existing statutes to mandate a CRA to make recommendations to its legislative body that would alleviate the financial burden for districts when plan amendments were being considered.

Recommendation

"The Grand Jury recommends that the Board of Supervisors establish a policy that the County will charge interest on deferred tax increments. The rate should be tied to the County Treasurer's investment rate or the rate charged to the CRA for loans from its city. The interest charge would compensate the County for its deferring some or all of its tax increment during the project's duration." (Page 65)

Comment

Although the 1984 policy on redevelopment adopted by the Board of Supervisors did not include interest charges on deferrals provided in tax allocation agreements, the County does assess interest on deferrals, compounded annually. It is recommended that the County assess interest on each agreement, which includes a deferral, at a level which will be comparable to the County Treasurer's investment rate at that time.

Recommendation

"The Grand Jury recommends that the Chief Administrative Office focus the fiscal review process on addressing the specific financial burden placed on the taxing agencies by a project. We found that the FRC process sometimes involved agreements on matter far beyond the boundaries of CRA fiscal impact." (Page 66)

Comment

The Board of Supervisors has adopted a policy of receiving the County's full share of tax increment. To achieve this goal, the Board has also approved a variety of agreements which have yielded consideration equivalent to or acceptable as compensation for the County's share. This approach has been necessary to allow the CRAs to implement projects and the County to simultaneously realize its goal. The Chief Administrative Office must continue to be responsive to the Board's desire for the development of equitable agreements that meet the letter and the spirit of Board policy.

Recommendation

"The Grand Jury recommends that the Chief Administrative Office negotiate to require CRAs to use increased sales taxes produced within the project area to retire CRA debt prior to the use of property tax increments. This would reduce the incentive for CRAs to rely totally on property tax increments which could be used by other governmental entities." (Page 66)

Comment

The County has sponsored at least two bills, AB 4367 (Waters) and SB 1039 (Montoya) which addressed this issue, but each bill failed passage in committee. Even though these past efforts in this area have failed, the County will continue to pursue legislative changes which will require the redevelopment process and tax increment financing to be last resort methods for eliminating blight.

A REVIEW OF LOCAL AGENCIES' DISADVANTAGED BUSINESS ENTERPRISE CERTIFICATION PROGRAMS

Recommendations

"The Grand Jury recommends that the DBE certifying agencies reviewed within Los Angeles County utilize a single agency to award DBE certifications. We recommend using SCRTD on a contract basis. Currently, certification effort is duplicated throughout the county. Each agency reviewed had its own staff, forms and procedures." (Page 67)

"The Grand Jury recommends that the DBE certifying agencies reviewed within Los Angeles County standardize the organization of individual certification files. It is difficult to find a specific piece of information within a file." (Page 67)

"The Grand Jury recommends that the DBE certifying agencies reviewed within Los Angeles County include a File Contents Summary Sheet in the file to easily determine what is in the file. It is difficult to tell whether all information has been received to enable the agencies to determine certification." (Page 67)

"The Grand Jury recommends that the DBE certifying agencies reviewed within Los Angeles County encourage prime contractors to use a variety of approved and qualified DBEs as subcontractors. Many DBEs complained that prime contractors use the same DBEs, as contracts are not well distributed." (Page 67)

"The Grand Jury recommends that the DBE certifying agencies reviewed within Los Angeles County establish a central clearinghouse for DBE contracts, so that DBEs can more easily know of available opportunities. Many DBEs criticized the contract notification process." (Page 67)

"The Grand Jury recommends that the Southern California Rapid Transit District continue its thorough and professional certification process." (Page 67)

"The Grand Jury recommends that the Southern California Rapid Transit District assist other agencies in strengthening their DBE certification processes." (Page 67)

"The Grand Jury recommends that the City of Los Angeles, Department of Airports maintain certification files in accordance with the DOA's documentation requirements. Many of the DOA's certification files were incomplete." (Page 68)

"The Grand Jury recommends that the City of Los Angeles, Department of Airports modify the appeal process to place final appeal authority in the Executive Director's Office. This certifying office currently has this authority and, therefore, there is no third party reconsideration of applicants." (Page 68)

"The Grand Jury recommends that the City of Los Angeles, Department of Airports contact other agencies before granting automatic certification for CALTRANS DBEs. Other

agencies sometimes deny CALTRANS certified applicants as unqualified for DBE certification. Automatic certification may result in the DOA awarding contracts to DBEs that do not meet the city's criteria." (Page 68)

"The Grand Jury recommends that the City of Los Angeles, Department of Airports update the DOA's certified DBE list quarterly. This is currently performed annually, providing fewer opportunities to recently certified DBEs." (Page 68)

"The Grand Jury recommends that the City of Los Angeles, Department of Airports conduct site visits of new applicants and confirm the information they submitted. The DOA was the only entity reviewed that did not routinely perform site visits as part of the certification process." (Page 68)

"The Grand Jury recommends that the City of Los Angeles – Community Redevelopment Agency set a gross revenue ceiling or other objective criteria to establish whether or not an applicant is disadvantaged. This is currently a subjective interpretation." (Page 68)

Comments

The above recommendations are not within the County's jurisdiction and are referred to the appropriate entities for review and subsequent action.

HEALTH SERVICES COMMITTEE

The Health Services Committee focused on enhancement of delivery of health care services without major expenditures. The Committee visited five hospitals, three substance abuse treatment centers, and one mental health treatment center for adolescents.

VOLUNTEERISM IN COUNTY HOSPITALS

The Grand Jury noted that the use of volunteers provides a direct economic value to public hospitals and indirectly serves to make the hospital a more vital part of the community. The stated purpose of this study was to evaluate the potential for expanded volunteer involvement to assist the County.

Recommendation

The Grand Jury recommends that the Department of Health Services and the individual hospitals develop system-wide objectives and priorities for the use of volunteers and their role in the DHS system. Specifically, the programs should develop and implement:

- ***Focused defined programs with identifiable contributions and outcomes;***
- ***Priority for high pressure, social service areas (emergency, trauma, labor and delivery, nurses and AIDS units);***
- ***Programs and recruitment efforts tailored to the priorities of the alternative volunteer populations.***

From our review of the existing volunteer programs in place in the DHS system, we found that individual volunteer programs vary widely." (Page 70)

Comments

The Department of Health Services concurs with the recommendation. Presently, a committee composed of all departmental Directors and Coordinators of Volunteer Services meets monthly to establish priorities and develop objectives which will be used to standardize the level and quality of volunteer services, wherever possible. Programs tailored to meet the specific needs of facilities, patient populations or specialized services will be determined by the individual hospital's management. Additional emphasis is being placed on developing programs to recruit persons in the under utilized volunteer populations.

Recommendation

"The Grand Jury recommends that the Department of Health Services and the individual hospitals increase the level of organization and support to existing volunteer programs by creating a more structured and professional environment. Specifically, the programs should develop and implement:

- *Structured schedules*
- *Job descriptions*
- *Structured orientations*
- *Resource manuals*
- *Appropriate training*
- *Performance evaluations*
- *Internal organizations*

Currently there is limited structure in the majority of the volunteer programs in place and in several, the programs were passive and unstructured." (Page 70)

Comments

The Department of Health Services (DHS) concurs with the recommendation. The Department agrees that volunteer programs should provide a structured, professional work environment as in other work settings. Many of the facilities' volunteer programs currently provide the volunteers with structured schedules, orientations, job descriptions and training. DHS Hospitals Administration is working with all facilities to ensure that the recommended program components are incorporated into all volunteer programs.

Recommendation

"The Grand Jury recommends to the Department of Health Services and the individual hospitals make volunteer programs more project-specific in order to clearly define the need, volunteer role, contribution and outcome. This is designed to enhance recruitment, clarify internal and external understanding of roles and increase appreciation of volunteer contributions. Our findings showed that the DHS system, as a whole, uses volunteer resources in many general roles rather than in focused programs." (Page 70)

Comments

The Department of Health Services concurs with the recommendation. The Department is currently examining all programs to determine the feasibility of expanding the project-specific volunteer program concept. This will clearly illustrate the need for volunteers, define and clarify their roles and contributions, and identify specific program outcomes. Currently LAC+USC Medical Center has focused programs where volunteers perform specific functions (e.g., Foster Grandparents, Patient Relations Representatives, and Ward Assistants).

Recommendation

"The Grand Jury recommends that the Department of Health Services and individual hospitals use volunteers in high-pressure areas of the hospital that have a heavy demand for social support services, including: emergency/trauma; labor and delivery; and AIDS units, and consider expanding the role of the volunteer patient advocacy. We believe volunteers can address some of the support needs of the patients, enabling medical and social service professionals to focus their resources on those needs requiring selected intervention." (Page 70)

Comments

The Department of Health Services concurs with the recommendation. The Department is emphasizing the expanded use of volunteers in providing social support in high-pressure areas (e.g., Emergency/Trauma, AIDS units, Special Care Nurseries, and Labor and Delivery). This is currently in effect on a limited basis at two hospitals. Each facility is assessing the use and possible expansion of their individual programs to include volunteers in the area of patient advocacy.

Recommendation

"The Grand Jury recommends that the Department of Health Services and the individual hospitals identify alternative, non-traditional populations that could provide increased volunteer services, develop targeted recruitment efforts, and define programs which respond to those groups' priorities. Populations to consider for the targeted programs should include:

- *Male volunteers*
- *Working professionals*
- *Retirees, older volunteers*
- *Patients*
- *Youth volunteers*
- *Mothers with small infants*
- *Handicapped*

Traditionally, volunteers in all settings have been predominantly middle-class, non-working women. Participants in focus groups of DHS hospitals closely followed this traditional profile. This segment of the population has declined and, therefore, the challenge is to find alternative populations to increase the volunteer pool." (Page 71)

Comments

The Department of Health Services concurs with the recommendation. The Department agrees that there is a need to move beyond the traditional volunteer roles in order to provide more innovative and creative jobs which would be more interesting to the non-traditional volunteers. Individual hospital administrations are evaluating their current programs to determine the feasibility of enhancing or creating new programs to entice the non-traditional volunteer. Harbor/UCLA Medical Center has an existing program utilizing

the non-traditional volunteer populations and has established a committee to implement a plan targeted for the working professionals.

Recommendation

"The Grand Jury recommends that the Department of Health Services and the individual hospitals devise a recruitment and retention strategy with specific goals and criteria for evaluation, consistent with implementation of other recommendations. Data on volunteer recruitment, retention, and turnover should be incorporated in each volunteer program. From our review of the DHS volunteer programs, there is no formal recruiting policy." (Page 71)

Comments

The Department of Health Services concurs with the recommendation. The Department is evaluating and updating its current recruitment and retention policies and practices. Specific evaluation criteria is being developed to ensure that goals are met. Wherever possible, corresponding data will be collected and maintained in a database to be utilized to facilitate future recruitment activities and also help to eliminate some of the problems identified above.

Recommendation

"The Grand Jury recommends that the Department of Health Services and the individual hospitals develop and implement strategies to reduce barriers to volunteering. During its focus group discussions with the volunteers at the DHS facilities, many existing barriers to volunteering were identified, such as lack of awareness of need; lack of challenging or interesting positions; and lack of transportation. The County should work to reduce barriers to volunteer support." (Page 71)

Comments

The Department of Health Services concurs with the recommendation. All volunteer coordinators/directors are examining existing barriers to volunteering and are determining strategies to assist in improving recruitment and retention efforts. Transportation and parking have been identified as major obstacles. At least one facility already has designated parking for volunteers. The other facilities are evaluating this approach along with the availability of van shuttle service. Additionally, all are focusing on assigning more interesting, challenging and creative work to volunteers and highlighting the need for these critical human resources.

CAPACITY RESTRAINTS FOR RESIDENTIAL DRUG TREATMENT PROGRAMS IN LOS ANGELES COUNTY

The Committee reviewed the resource needs for developing new residential drug treatment programs and sought to identify ways of reducing barriers to entering such programs.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads increase technical assistance to providers seeking to develop new or expand existing residential treatment programs with regard to fiscal, operational, regulatory and political issues which are likely to influence their success. Locating appropriate sites and the zoning processes require significant manpower and expertise. The process is extremely time consuming and costly. Specifically, the following items would increase providers' understanding of and ability to complete the process in a more timely, cost effective, and efficient manner:

- Development of a comprehensive guide (e.g., instruction manual) which outlines the necessary steps with helpful suggestions for starting a new program, or expanding an existing one.*
- Assistance with and/or referral to agencies who specialize in land use and real estate matters (e.g., assistance regarding leases and lease options).*
- Provide "clearing house" assistance to help providers effectively utilize available funding assistance through County agencies, including:*

*Los Angeles County Redevelopment Agency
Community Development Department (City of Los Angeles)
Other potential financial assistance organizations" (Page 72)*

Comments

The Department of Health Services concurs with the recommendation. There is significant merit to expanding technical assistance to providers in the areas specified above, and issues relative to such expansion are being addressed during the Fiscal Year 1991-92 budget request for the Department of Health Services.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads develop creative site acquisition strategies, including the options of acquiring sites or utilizing existing County sites and leasing them back to contract agencies. The County may also serve as a facilitator in integrating multiple compatible uses for an available site which is too large for a single program to use, or in providing space within operating County facilities. This could expedite the site selection process and ease the financial burden of entry costs." (Page 73)

Comments

The Department of Health Services concurs with the recommendation. The Department has assisted contractors by providing trailer facilities for the delivery of services at Martin Luther King, Jr./Drew Medical Center, LAC+USC Medical Center, and Harbor/UCLA Medical Center. This activity will be continued, as appropriate, when funding for additional

residential or outpatient programs is available. Additionally, the Department will direct their Facilities Management Division to work with other Departments, as appropriate, to incorporate the Grand Jury recommendations in their facilities planning activities.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads lobby cities to adopt zoning codes which will facilitate access for providers, and ease code restrictions in unincorporated areas of Los Angeles County. The current process, with its bureaucratic layers, makes it almost impossible to gain "economies of scale" in developing capacity. Easing zoning restrictions is consistent with current federal policy." (Page 73)

Comments

The Department of Health Services concurs with the recommendation. The Department will work with the appropriate Departments and cities to expedite zoning changes where necessary to establish programs in accordance with the County Drug Abuse Plan.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads attempt to expedite the flow of Federal funds to the providers. Because California is relatively politically decentralized, local agencies receive funds up to six months later than agencies in other states."

"Accomplishing this would alleviate some of the current system inefficiency." (Page 73)

Comments

The Department of Health Services concurs with the recommendation. While the State Department of Alcohol and Drug Programs has indicated that it wishes to pass on at least a portion of new Federal funds within three months of receipt, the Department will continue to encourage the State to reduce delays and expedite the flow of funding. The Department of Health Services is working, to the extent possible, to ensure that service provider contracts for all proposed programs are available for processing to the Board of Supervisors so as to coincide with new allocations.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads expedite County contracting to allow full use of funds. Some contract start dates are delayed, at times by several months. Agencies, in turn, do not have enough time to use all of the contract dollars. Unspent monies revert to the State at the end of the fiscal year. It is unclear whether current lags between contract agreement and date of initiation are a result of the DAPO's inefficiencies, agencies' inability to meet contract terms promptly or a combination of the two."

The DHS should, at a minimum, define the contract review process by steps using a PERT chart, and set target timing for processing each step. A hypothetical simplified example of such a model might include:

STEP 1:

Send contractor renewal contract document.

TIMING: Six weeks before contract expiration for renewals.

STEP 2:

Review contractor submittal for completeness and accuracy, and notify contractor of status.

TIMING: Within three days of receipt.

STEP 3:

Complete internal department and County Counsel review of completed contract and notify contractor of status.

TIMING: Within ten working days of package completion.

STEP 4:

Resolve issues identified in internal review.

TIMING: Within ten working days of completion of internal review.

STEP 5:

Submit to Board of Supervisors for approval.

TIMING: Within one week of issue resolution or internal review completion, whichever applies.

Each contract should have a docket sheet which is used to track its progress through the process, and the elapsed time associated with each step. Performance against the target timeline should be monitored retrospectively to evaluate the overall performance of the contracting process, and to identify any key steps which consistently delay the process. The performance of individual contract administrators should also be monitored using contract completion cycle data." (Page 74)

Comments

The Department of Health Services concurs with the recommendation. The Department is ensuring that all parties responsible for processing contracts review current procedures and practices to reduce inordinate processing delays. Additionally, Alcohol and Drug Program Administration continues to seek legislation to allow counties to rollover all or portions of unspent alcohol and drug abuse treatment funds into the subsequent fiscal years.

Recommendation

"The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads develop public educational materials and efforts regarding the benefits of drug treatment programs in order to offset the effects of the negative public perceptions." (Page 74)

Comments

The Department of Health Services concurs with the recommendation. The Departments' Drug Abuse Program Administration will work with the Departments' Public Information Office to develop an enhanced alcohol and drug treatment education program.

In addition to the above, and in reaction to the public's overall negative response to residential treatment, the Department is exploring other avenues to address the problem of Waiting Lists for drug treatment. It is also currently reexamining many of the underlying assumptions regarding residential drug treatment. For example, it may be that the implementation of more cost effective nonresidential treatment models will partially reduce the demand for residential treatment "slots" without necessitating new residential facilities.

EVALUATION OF DRUG TREATMENT PROGRAMS

Recommendation

"The Grand Jury recommends that the Department of Health Services require each drug treatment facility and outside contractor providing drug treatment to keep and maintain records of repeated treatment of clients in outpatient and inpatient facilities. This will enable the County to determine the success rate of drug treatment programs funded by the County." (Page 75)

Comments

The Department of Health Services concurs with the recommendation. This information is already being compiled through the California Drug Abuse Data System (CAL DADS) which collects admission and discharge data on all clients receiving County-funded services in outpatient and inpatient facilities. This system also provides information on length of treatment and whether the program was successfully completed.

Recommendation

"The Grand Jury recommends that the Department of Health Services establish additional detoxification centers from existing sources of funds, through contractors, for the purpose of providing drug detoxification facilities." (Page 75)

Comments

The Department of Health Services does not concur with the recommendation. With existing fiscal constraints, the Department of Health Services cannot provide additional detoxification centers at this time. The current cost of a detoxification is \$73,000 annually; this is the most expensive modality of drug treatment in Los Angeles County. It would be neither economically, nor politically, feasible to expand detoxification facilities at the expense of other effective substance abuse treatment programs already in existence.

Recommendation

"The Grand Jury recommends that the Department of Health Services increase the amount of services available for drug treatment. Drug treatment and preventative services should be provided the same emphasis as are programs and treatment facilities for other diseases." (Page 75)

Comments

The Department of Health Services concurs in part with the recommendation. The Department agrees that there are insufficient numbers of slots available for drug treatment services. However, the Department does not have the financial resources to further increase drug treatment services. Funding for drug treatment services was recently increased through the allocation of approximately \$10 million in Waiting List Reduction funds from the Federal Office for Treatment Improvement. While these additional funds have reduced waiting time for treatment slots, drug abuse treatment services are not always available to clients upon demand.

Recommendation

"The Grand Jury recommends that the Department of Health Services assist contract providers with locating and establishing drug treatment facilities, making available County-owned facilities whenever possible." (Page 75)

Comments

The Department of Health Services concurs with the recommendation. The Department has assisted contractors by providing trailer facilities for the delivery of services at Martin Luther King, Jr./Drew Medical Center, LAC+USC Medical Center, and Harbor/UCLA Medical Center. This activity will be continued, as appropriate, when funding for additional residential or outpatient programs is available. Additionally, the Department will direct their Facilities Management Division to work with other Departments, as appropriate, to incorporate the Grand Jury recommendations in their facilities planning activities.

Recommendation

"The Grand Jury recommends that the Board of Supervisors establish a drug treatment policy which includes prevention, treatment and law enforcement." (Page 76)

Comments

The Department of Health Services concurs with the recommendation. The Los Angeles County Plan for Drug Abuse Services, approved annually by the Board of Supervisors, outlines a comprehensive approach to the provision of drug abuse prevention, treatment, and rehabilitation services necessary to meet County needs. This comprehensive system of services is enhanced by mutual cooperation and coordination with representatives from the criminal justice system, law enforcement, and legislative groups. These collaborative efforts address projected service needs and priorities such as AIDS, pregnant substance-abusing women, and pre- post-release drug treatment services for drug offenders and felons.

The Penal Code 1000 Drug Diversion and Pre-Release/Post-Release Biscailuz Drug Treatment programs are examples of programs developed through the coordinated efforts of the Courts, Probation Department and the Department of Health Services.

EVALUATION OF SECURITY MEASURES IN PLACE AT COUNTY OUTPATIENT MENTAL HEALTH FACILITIES

The Committee reviewed the adequacy of existing security measures at County outpatient mental health clinics. This evaluation was prompted by the fatal stabbing of a clinical social worker by a client at a county outpatient mental health clinic.

Recommendation

"The Grand Jury recommends that lighting should be made adequate at all parking facilities at mental health clinics. In the absence of a security guard, an escort system should be provided for the staff." (Page 78)

Comments

The Department of Mental Health concurs with the Grand Jury's recommendation. The Department will ensure adequate lighting at all mental health clinic parking facilities, where feasible. If lighting cannot be improved (due to lease arrangement limitations, existing co-housing agreements with other government agencies, or funding short falls), an escort system will be implemented.

Recommendation

"The Grand Jury recommends that locked doors should separate the reception areas where clients wait, and staff areas where clinicians and other staff are working with clients. In addition, client waiting areas should be visible by the receptionist through use of unbreakable glass, so as to enable the receptionist to observe waiting clients and speak with them while being protected." (Page 78)

Comments

The Department of Mental Health agrees with this recommendation. The Department has provided basic security provisions at facilities, where possible. The Department will continue to provide basic security provisions as additional resources become available. The recent Board approval to close seven mental health facilities for safety concerns will enhance the Department's ability to ensure safety.

Recommendation

"The Grand Jury recommends that receptionists should receive training to enable them to detect suspicious behavior of clients, and alert clinicians by utilizing a "code" system." (Page 78)

Comments

The Department of Mental Health concurs with this recommendation. The Department currently provides non-violent crisis training to staff for handling assaultive behavior in clients. Receptionists are included in this training.

Recommendation

"The Grand Jury recommends that security mirrors should be placed at turns in hallways of clinics which have client access." (Page 78)

Comments

The Department of Mental Health does not totally agree with this recommendation. In many cases, mirrors provide little or no additional security due to hall length, lighting and traffic patterns. However, an assessment of the feasibility of hallway mirrors will be made at mental health clinics and such devices may be installed, as appropriate.

Recommendation

"The Grand Jury recommends that an interview room should be designated in each facility for potentially violent or unknown clients, with its interior visible to other staff members." (Page 78)

Comments

The Department of Mental Health concurs with this recommendation. Many of the mental health clinics include special rooms for interviewing potentially violent or unknown clients, where feasible and appropriate. The Department is developing a safety manual which will include the issue of interviewing potentially violent or unknown clients. The safety manual will be available by September 30, 1991.

Recommendation

"The Grand Jury recommends that furniture should be arranged with a focus on employee safety with the desk being situated so that the clinician's back is not toward the door." (Page 78)

Comments

The Department of Mental Health concurs with this recommendation. The Department currently arranges furniture, as specified, at the majority of mental health facilities. This recommendation will be incorporated into the Department's safety manual.

Recommendation

"The Grand Jury recommends that doors should be kept open during interviews with unknown or potentially assaultive clients. Opinions differ as to this practice with respect to known clients not deemed to be potentially assaultive. All views should be considered at the departmental level and a uniform policy established for all clinics." (Page 78)

Comments

The Department of Mental Health concurs with this recommendation and will implement it, where feasible and appropriate.

Recommendation

"The Grand Jury recommends that decorative cushions should be placed in all interview rooms to double as protective devices." (Page 78)

Comments

The Department of Mental Health concurs with this recommendation and will implement it, where feasible and appropriate.

Recommendation

"The Grand Jury recommends that no objects which could be used as weapons should be readily accessible to clients." (Page 78)

Comments

The Department of Mental Health concurs with this recommendation which is currently in place. The Department has conveyed this information to staff in a memorandum and will also include this recommendation in the Department's safety manual.

Recommendation

"The Grand Jury recommends that rooms should be numbered as an integral part of an alarm system." (Page 78)

Comments

The Department of Mental Health concurs with this recommendation. Department will implement a system for identifying rooms at all mental health clinics by June 30, 1991.

Recommendation

"The Grand Jury recommends that at least one county safety officer should be stationed at each facility. Guards should be county employees rather than guards supplied by private contractors because:

- a. Selection of trainees is competitive, training is rigorous and thorough and limited specific training is now being given in coping with mentally ill persons.*
- b. The county can control tenure at facilities. Officers have an opportunity to become familiar with staff and clients. Turnover of private guards tends to be high, particularly of armed guards. Demand for armed guards is high in the private sector so the county tends to be assigned guards at the entry level.*
- c. Being career employees, they tend to be more willing to step between staff members and assaultive clients during altercations.*
- d. They are inclined to take more pride in their work. Their career paths are affected by their performance.*
- e. Since opinions differ as to whether security guard and receptionists should be trained to calm clients behaving aggressively due to personnel turnover and this function being outside their job descriptions, it would seem that the decision should be left to the discretion of each clinic director. At the least, clues should be provided as to behavior warranting the alerting of clinicians.*

Security guards should know how to accept clues from clinicians in assisting them to cope with aggressive behavior." (Page 78)

Comments

The Department of Mental Health concurs with the Grand Jury's recommendation. The Department already has security guards at approximately half its clinic facilities. The Department has placed guards at those facilities with the greatest risk. However, limited resources preclude the Department from extending such coverage to all facilities. The Department also agrees with the Grand Jury's opinion of the desirability of utilizing County safety officers and will utilize, where possible.

Recommendation

"The Grand Jury recommends that with respect to those clinics which do not have alarm systems in place in areas of potential contact with clients, including hallways, consultants should be retained to evaluate and recommend effective emergency systems on a least-cost basis. Alternatives to expensive systems requiring installation of wiring in existing facilities might be paging systems, phone signals or wireless systems. Retractable whistles are utilized at one facility." (Page 79)

Comments

The Department of Mental Health concurs with the Grand Jury's recommendation. The Department has installed alarm systems in high-priority facilities and plans to install emergency systems, where feasible and appropriate.

Recommendation

"The Grand Jury recommends that clinics should be given uniform guidelines to use in alerting staff to clients who have been identified as potentially assaultive." (Page 79)

Comments

The Department of Mental Health concurs with this recommendation. Clinics will be given uniform guidelines to use in alerting staff to clients who have been identified as potentially assaultive. This recommendation will be included in the Departmental safety manual which is currently in development.

Recommendation

"The Grand Jury recommends that each clinic should maintain an incident reporting log to document unusual information or client behavior to be reviewed daily by all clinicians." (Page 79)

Comments

The Department of Mental Health does not concur with this recommendation. Because of legal liability issues related to client confidentiality in mental health clinics, the Department disagrees with the use of a log. The Department currently utilizes an incident report form which appropriately fulfills the intent of the Grand Jury's recommendation.

Recommendation

"The Grand Jury recommends that case management conferences to discuss problem cases should be held on a regular basis with the frequency set at the departmental level." (Page 79)

Comments

The Department of Mental Health concurs with this recommendation. Clinic managers currently discuss problem cases in weekly staff meetings for the purpose of effective case management. Clinic managers have been reminded, via memorandum, to continue to discuss such cases.

Recommendation

"The Grand Jury recommends that clients should be escorted to and from interview rooms by clinicians." (Page 79)

Comments

The Department of Mental Health concurs with this recommendation. The Departmental clinicians currently escort clients to and from interview rooms. A memorandum has been sent to mental health clinics to ensure all staff are reminded of this requirement, and it will be reiterated in the Department's safety manual.

Recommendation

"The Grand Jury recommends that interviews of unknown or potentially assaultive clients should be conducted by two clinicians. An alternative would be for one person to stand outside the door." (Page 80)

Comments

The Department of Mental Health concurs with this recommendation. The Department will take appropriate actions to ensure that staff back up is in place to ensure employee safety during client interviews. This recommendation will also be included in the Department's safety manual.

Recommendation

"The Grand Jury recommends that uniform guidelines should be given to each clinic about an accident prevention program. Staff should be instructed in general "safe-work" practices with specific instructions to each employee with respect to hazards unique to the employee's job assignment." (Page 80)

Comments

The Department of Mental Health concurs with this recommendation. The Department of Mental Health already provides uniform guidelines regarding "safe-work" practices and these will be included in the Department's safety manual.

Recommendation

"The Grand Jury recommends that each clinic should have at least one first aid kit with the contents and frequency of inspection set at the departmental level." (Page 80)

Comments

The Department of Mental Health concurs with this recommendation. The Department currently ensures that all clinics are provided a first aid kit. The frequency of inspection and procedures for replenishing first aid kits will be included in the Department's safety manual.

Recommendation

"The Grand Jury recommends that each clinic should have a safety committee with the frequency of meetings set at the departmental level." (Page 80)

Comments

The Department of Mental Health concurs with this recommendation. By September 30, 1991 the Department will implement a Safety Committee, and each site will have a Safety Coordinator. These on-site Safety Coordinators will conduct safety meetings in accordance with a schedule set by the Department.

Recommendation

"The Grand Jury recommends that clinic directors should be given discretion to request television sets in client waiting rooms based on the assessment of its calming influence on the clients being served. Another factor would be the average length of time each client waits to be interviewed." (Page 80)

Comments

The Department of Mental Health concurs with this recommendation. Clinic Directors currently have the discretion to order equipment such as televisions for waiting rooms. Approval of such requests remains at the administrative level. All requests are evaluated on factors provided by the requestor and on funding availability.

Recommendation

"The Grand Jury recommends that as to programs to be contracted out, an opinion should be obtained from the County Counsel about possible liability of the county for harm to a referred client by another referred client at a contract facility. If there is potential liability, the security measures needed should be identified and requirements concerning them incorporated into the proposals for bids." (Page 80)

Comments

County Counsel has already provided the Department with an opinion regarding "hold harmless" liability requirements.

Recommendation

"The Grand Jury recommends that the following described measures should be incorporated into plans for new facilities or those scheduled for major renovation:

- ▶ ***metal gratings on windows as appropriate***
- ▶ ***metal detectors as appropriate***
- ▶ ***locked waiting room for children of clients in facilities treating adult clients***
- ▶ ***public address systems***
- ▶ ***television monitor system***
- ▶ ***separate bathrooms for staff and clients***
- ▶ ***panic alarm buttons" (Page 80)***

Comments

The Department of Mental Health concurs with the recommendation, and will incorporate these measures when developing new facilities or remodeling existing sites, when feasible and appropriate.

Recommendation

"The Grand Jury recommends that as to other existing facilities scheduled to remain in operation indefinitely, a timetable for incorporation of the above described measures into each facility should be established and that timetable communicated to staff." (Page 80)

Comments

The Department of Mental Health concurs with this recommendation and will, to the extent feasible and possible, address the incorporation of improved security measures at existing mental health clinics. As opportunity presents, plans for upgrades will be developed and communicated to appropriate staff.

JAILS COMMITTEE

The Grand Jury is mandated to review the management and condition of jails and delegated this mandate to the Jails Committee. One of the tasks the Committee undertook was to update the form used to inspect each facility, so as to focus on sanitation, security, food service, emergency preparedness, provision for interview, visitation of prisoners, and recordkeeping. The Committee also investigated certain projects of the Los Angeles County Sheriff's Department and court security.

The Grand Jury commended the Sheriff's Department on implementing direct supervision dormitories and the Percent Release Program.

LOS ANGELES COUNTY SHERIFF'S DEPARTMENT

Recommendation

"The Grand Jury recommends that the Los Angeles County Board of Supervisors provide the necessary resources to permit the Sheriff's Department to continue research to develop this identification system." (Page 86)

Comments

Planning and development of a bar code based system for tracking and counting inmates, as well as a system for implementing a "cashless jail environment" is in progress. As of February 15, 1991, all female inmates at Sybil Brand Institute and Mira Loma Female Facility will be wearing wristbands which contain a bar coded presentation of their booking number. Complete implementation of these bar code based projects at Sybil Brand Institute and Mira Loma is expected by September 1991.

Recommendation

"The Grand Jury recommends that the Los Angeles County Sheriff's Department expand the Work Furlough Pilot Program at Scapular House." (Page 86)

Comments

This recommendation is applicable to the Probation Department which operates the Work Furlough Program in Los Angeles County. The Department is actively seeking a second work furlough site to expand the program initiated at Scapular House.

Recommendation

"The Grand Jury recommends that the Los Angeles County Sheriff's Department refer all five-day or less sentenced prisoners to pay-your-own-way programs at participating municipal jails." (Page 87)

Comments

Presently, persons sentenced to short-term sentences, who desire to serve sentences in a city jail, request this arrangement through the court. The Sheriff's Department cannot require persons with short-term sentences to pay for jail stays in municipal jails.

Recommendation

"The Grand Jury recommends that the Los Angeles County Sheriff's Department accept no shoes for prisoners from the public." (Page 87)

Comments

Prisoners booked at the Inmate Reception Center or Sybil Brand Institute are allowed to retain their shoes unless the shoes contain metal ornamentation. If the shoes contain metal ornamentation, they are taken for safekeeping. Therefore, each inmate is allowed to receive one pair of replacement shoes or a pair of shoes which are suitable for court appearances. The Inmate Services Unit is examining the feasibility of providing shoes to every inmate for general wear which would eliminate the need to accept replacement shoes.

Recommendation

"The Grand Jury recommends that the Los Angeles County Sheriff's Department provide scanning devices at all County jail facilities to restrict the introduction of unwanted or dangerous items to the premises." (Page 87)

Comments

Our current policy for searching inmate personal shoes and clothing entails a thorough visual and physical inspection for narcotics as well as metal devices. This process is time consuming, however, it is the only effective way to ensure that the items being introduced are free of contraband. A search by means of a metal detection device alone would be less effective because it would not display other contraband such as narcotics or paper currency. The present system only fails us when screening personnel fail to conduct adequate physical searches. This problem will be addressed through supervision and training.

Recommendation

"The Grand Jury recommends that the Board of Supervisors provide funding to the Los Angeles County Sheriff's Department for the implementation of the Regimented Inmate Diversion Boot Camp for Adult Offenders planned at the Peter J. Pitchess Honor Ranch. The Grand Jury also recommends that funding include replacement costs for several bungalows." (Page 87)

Comments

The Regimented Inmate Diversion Program is in operation at the Pitchess Honor Rancho, Ranch Facility. The start-up costs for this program have been funded by the Sheriff's Department using drug asset forfeiture funds and inmate welfare funds. The Sheriff's Department supports the Grand Jury's recommendation for the Board of Supervisors to provide funding for this program.

COURT SECURITY

Recommendation

"The Grand Jury recommends that the Los Angeles County Sheriff's Department screen court assigned cases to eliminate custody cases from modular courtrooms." (Page 88)

Comments

When modular facilities were first proposed for use as courtrooms, the Sheriff's Department developed our current policy to oppose assigning criminal matters to those courtrooms. Whenever possible, the Superior Court does not assign criminal cases to modular courtrooms. However, if statutory time limits require that a criminal case be heard or else it must be dismissed, such a case may be assigned to a modular courtroom if no other courtroom is available.

Recommendation

"The Grand Jury recommends that the Los Angeles County Sheriff's Department review prisoner movement security procedures at all courthouses to protect deputies, the public and prisoners." (Page 88)

Comments

The Sheriff's Department continually re-evaluates current prisoner handling and movement procedures, techniques and issued equipment. Any identified improvements in either specific facility or overall Departmental operations are formalized into training and implemented at the effected levels. Identified hazardous situations are immediately addressed with appropriate follow-up.

Recommendation

"The Grand Jury recommends that the Board of Supervisors allocate funds to provide adequate prisoner holding space to meet current fast growing future requirements at this facility." (Page 88)

Comments

The Sheriff's Department has committed \$500,000 from our 1990-91 Capital Projects Fund to finance a partial lockup expansion. The project will increase the current holding capacity by approximately 50 percent. This project, together with a planned second phase, should accommodate the current court until the projected new court is opened.

Recommendation

"The Grand Jury recommends that the Board of Supervisors immediately investigate the needs at this court lockup as previously addressed in correspondence to Mr. Richard B. Dixon on March 7, 1990 by the Jails Committee." (Page 88)

Comments

The project has been requested for funding in the 1991-92 budget.

Recommendation

"The Grand Jury recommends that the Los Angeles County Sheriff's Department close the Calabasas lockup. This facility should never be used for custody cases." (Page 89)

Comments

The room in the Calabasas Court that was used to hold persons in custody has not been used for that purpose for over a year. Cases with persons in custody are no longer sent to Calabasas Court.

Recommendation

"The Grand Jury recommends that the Los Angeles Superior Court re-evaluate the security plan of the CNA Building and work with the Los Angeles County Sheriff's Department to meet security requirements." (Page 89)

Comments

The Superior Court has already met with the Los Angeles County Sheriff's Department regarding the CNA (Central Civil West - CCW) Building's security plan. The CCW was specifically designed to handle civil cases only. No criminal cases will be heard in this facility.

Recommendation

"The Grand Jury recommends that the Los Angeles County Marshal work with the Santa Monica Police Department for a more secure delivery of prisoners to the courthouse prior to the installation of a planned security fence." (Page 89)

Comments

The Marshal's Department has met and discussed the secure delivery of prisoners to the courthouse with the Santa Monica Police Department. Although the Marshal's Department is not responsible for the delivery of prisoners, the Department will continue to work with Santa Monica Police Department to ensure a secure delivery of prisoners into the courthouse.

Recommendation

"The Grand Jury recommends that the Los Angeles County Sheriff's Department admit no more prisoners than can be accommodated safely in the entry area of the Marshal's lockup." (Page 89)

Comments

The Marshal's Department is working with the Sheriff's Department to minimize the safety problems of inadequate lockups and lockup areas.

Recommendation

"The Grand Jury recommends that the Los Angeles County Sheriff's Department provide the installation of an alarm door." (Page 89)

Comments

The Marshal's Department believes the Grand Jury is addressing the installation of an alarm on the roof fire door. This issue has been referred to the Security Task Force for evaluation and possible inclusion in the Courthouse Security Master Plan.

Recommendation

"The Grand Jury recommends that the Los Angeles County Sheriff's Department:

- a. Supervise the unloading of prisoners within the proposed security fence.***
- b. Provide transportation of prisoners to the court lockup.***
- c. Provide an armed deputy to transfer prisoners to the court lockup." (Page 90)***

Comments

The Sheriff buses are currently unloaded by the Sheriff's deputies into a fenced secure area. The Sheriff's deputies transport the prisoners to the Sheriff's lockup.

The Marshal provides a minimum of 1.0 armed and 1.0 unarmed Marshal deputies to transport the prisoners to the Marshal's lockup.

JAIL INSPECTIONS

Recommendation

"The Grand Jury recommends that the Culver City Police Department assign a 24-hour jailer or install an audio/video system to monitor prisoners." (Page 90)

Comments

This recommendation is not within the County's jurisdiction and is referred to the appropriate entity for review and subsequent action.

Recommendation

"The Grand Jury recommends that the Los Angeles County Sheriff's Department continue to research the feasibility of housing County prisoners in Long Beach." (Page 90)

Comments

The most recent assessment as to the feasibility of housing inmates in Long Beach Police Department's jail facility was made on May 31, 1989. Several factors prohibit use of this facility as a County facility, the most significant factor being that the Board of Corrections will not certify the Long Beach jail to be used "for the detention of persons pending arraignment, during trial, and upon a sentence of commitment."

Recommendation

"The Grand Jury recommends that the Long Beach Police Department remove the juvenile booking area from the main jail so the cells can be used to house adult prisoners." (Page 90)

Comments

This recommendation is not within the County's jurisdiction and is referred to the appropriate entity for review and subsequent action.

Recommendation

"The Grand Jury recommends that the Los Angeles County Sheriff's Department install a sallyport in the entry area of the jail ward." (Page 91)

Comments

The concept of building a sallyport at L.C.M.C. was reviewed in 1987 and was determined not to be a cost effective solution. Other ideas, including the installation of a sallyport door adjacent to the elevator doors, are currently under review.

Recommendation

"The Grand Jury recommends that the Los Angeles County Sheriff's Department provide installation of more 'collect calls only' telephones for prisoner use." (Page 91)

Comments

Bed space at the jail ward has been decreased to 39 beds; therefore, the number of phones provided is adequate to meet the need.

County of San Diego

200 West Broadway

San Diego, California 92101

Telephone (619) 534-1000

Teletype 534-1000

February 23, 1981

APPENDIX I

Honorable Board of Supervisors
County of San Diego
165 West of Administration
San Diego, California 92101

Dear Supervisors:

The San Diego County Treasurer's Office has completed its review of the 1980 County Grand Jury audit. We have given very serious consideration to this recommendation. When with us discussed with a specific recommendation, we have proposed alternative approaches to provide improved operations.

The San Diego County Treasurer's Office continues to emphasize rapid improvement of computer system's operations, close coordination and cooperation with the Auditor-Controller and the Department of Information, and consistent efforts to provide better public service. We believe the Grand Jury has positively contributed to our efforts in these areas.



RONALD P. PELT



KENNETH P. HAHN
ASSESSOR

County of Los Angeles

OFFICE OF ASSESSOR

500 WEST TEMPLE STREET

LOS ANGELES, CALIFORNIA 90012-2770

(213) 974-3101

February 25, 1991

Honorable Board of Supervisors
County of Los Angeles
383 Hall of Administration
Los Angeles, California 90012

Dear Supervisors:

The Los Angeles County Assessor's Office has completed its review of the 1989-90 County Grand Jury Audit. We have given very serious consideration to their recommendations. Even when we disagree with a specific recommendation, we have suggested alternate approaches to provide improved operations.

The Los Angeles County Assessor Office continues to emphasize rapid improvement of computer system's operations, close coordination and cooperation with the Auditor-Controller and the Treasurer Tax-Collector, and consistent efforts to provide better public service. We believe the Grand Jury has positively contributed to our efforts in these areas.

Sincerely,

KENNETH P. HAHN

ma

RECOMMENDATION 1

The Assessor take further action on the following seven 1987-88 Grand Jury recommendations:

A. 1987-88 Recommendation 5

"The Grand Jury recommends that the County Board of Supervisors consider passing an ordinance to instruct title companies to assist the homeowner in completing a homeowners exemption claim during the escrow process."

Comments

The department disagrees with this recommendation. We have implemented revised procedures for processing homeowners exemption claims since this recommendation was first made. This new procedure should result in the elimination of the majority of instances where tax bills fail to reflect the homeowners exemption.

B. 1987-88 Recommendation 14

"The Grand Jury recommends that the Assessor build a system interface between the Los Angeles County Department of Public Works and the City of Los Angeles Building and Safety Department." (This recommendation should read: The Grand Jury recommends that the Assessor build systems interfaces between its systems and the Los Angeles County Department of Public Works and the City of Los Angeles Building and Safety Department.)

Comments

This recommendation has been implemented. This department's Permit Section began systems interfacing with both the above named departments in August 1989.

C. 1987-88 Recommendation 15

"The Grand Jury recommends that an audit be conducted within the Assessor's Office to assure that all tax bills have an adequate audit trail in the Assessor's computer system."

Comments

The Office stands ready to cooperate fully with the Auditor-Controller and the Treasurer-Tax Collector to see that each assessment generates a correct tax bill and that adequate audit trails through out the process are maintained.

D. 1987-88 Recommendation 19

"The Grand Jury recommends that the Personal Property Division investigate whether payroll taxes can be used as a vehicle for streamlining the discovery portion of the canvass."

Comments

The Office has attempted to use this type of information in the past as an aid to discover personal property. We do not believe that such cross-referencing has aided our efforts to canvass the County each year.

E. 1987-88 Recommendation 20

"The Grand Jury recommends that the Personal Property Division field appraisers review new building permits filed to improve the ability to identify new commercial and industrial building construction and reduce escapes."

Comments

The Office instituted a partial implementation of this recommendation. Commercial/industrial permits over \$50,000 were sent to our personal property area offices for investigation. We found that the field canvass works well without the added input provided by building permits.

F. 1987-88 Recommendation 25

"The Grand Jury recommends that the Audit group in the Personal Property Division review expanding its personnel headcount to conduct an increased number of audits beyond those mandated by law and the limited number of other audits conducted."

Comments

The Personal Property Division hired 40 new Auditor/Appraisers from June 1988 to January 1989. The number of non-mandatory audits completed between fiscal year 1988-89 and fiscal year 1989-90 increased from 292 to 713.

G. 1987-88 Recommendation 26

"The Grand Jury recommends that the Assessor continues to maintain a

central record of conflict matters which would include the following:

- *Documentation of disciplinary actions.
- *Documentation of all judgments on the ethics matter.
- *All disclosure forms (gifts, financial interest, and outside employment).
- *Documentation indicating that all disclosure forms have been reviewed and who has reviewed them.
- *Documentation verifying that each prescribed conflict of interest procedure is carried out even when no problems are discovered.
- *Ethics Committee minutes."

Comments

The Office agrees and is in the process of fully implementing this recommendation.

RECOMMENDATION 2

The Assessor's Office develop procedures to eliminate the causes of the most common public inquiries.

COMMENTS

The Office makes ongoing efforts to identify public service problems and to modify procedures and systems processing to eliminate tax payer concerns.

RECOMMENDATION 3

The Assessor identify the most common causes for File Activity Reports and then implement procedures to reduce the frequency of priority File Activity Reports resulting from those most common causes.

COMMENTS

The Office has begun to implement this recommendation. The Ownership Services Division has identified the most common causes of File Activity Reports (FARs) and with the assistance of the Systems Division has reduced the numbers of FARs received. The Appraisal Division is also making efforts to reduce the number of FARs it generates.

RECOMMENDATION 4

The Assessor's Office, working with the Auditor-Controller, hire staff and develop a strategy to resolve the outstanding exceptions resulting from interfaces to the Tax Roll and Secured Tax Roll Systems.

COMMENTS

The Assessor and Auditor-Controller are working cooperatively to develop a plan to resolve this situation. A committee has been established to work on Secured Tax Roll interface problems. This task force has solved and will continue to solve existing and ongoing interface problems

RECOMMENDATION 5

The Assessor's Office work closely with the Treasurer-Tax Collector on redesigning the tax bills to clarify the forms and help reduce resulting taxpayer's inquiries and confusion.

COMMENTS

It is our understanding that the Treasurer-Tax Collector has completed this task. This Office rendered any and all assistance requested by the Treasurer-Tax Collector.

RECOMMENDATION 6

The Assessor's Office expedite the process to automate the deed and change of ownership information provided by the Recorder's Office. The Assessor and the Recorder should access deed and change of ownership documents using a shared document imaging system.

COMMENTS

The Office has recently begun to explore the possibilities presented by Document Imaging Systems. We currently have a pilot project where historical (1900 to 1979) tract index books have been stored on optical disks. If this project is a success, we will look at other uses for the Document Imaging System, such as the Assessor's mapbooks. A shared Document Imaging System is only one of several possibilities for gaining fast and accurate deed information from the Recorder's Office which we will explore.

RECOMMENDATION 7

The Assessor's Office modify the transfer system to support monthly transfer listings.

COMMENTS

The Office has partially implemented this recommendation. We have increased the annual number of Transfer Listing Runs from 5 to 8. We generate one run each 6 weeks during the period from October through May plus one run in the summer for all remaining prior year transfers.

RECOMMENDATION 8

The Assessor's Office investigate using hand-held electronic input devices to reduce the amount of data entry and verification of personal property data.

COMMENTS

The Assessor's Office has investigated hand-held electronic devices and found them to be incapable at present of performing as would be needed. Twenty to thirty percent of the business locations canvassed each year have some sort of change to be entered and existing machines do not have enough capacity.

RECOMMENDATION 9

The Assessor's Office upgrade or replace its personal property system to accommodate prior year data and allow for changes on an exception basis.

COMMENTS

The Office agrees with this recommendation and as resources permit we will implement.

RECOMMENDATION 10

The Assessor's Office develop an integrated lease and referral system.

COMMENTS

We agree. The Assessor's Office is in the final phase of developing a software package to accomplish this task. We anticipate software completion before the end of this fiscal year.

RECOMMENDATION 11

All existing employees be required to sign a Code of Ethics Certificate to ensure that they all receive copies of the new Code of Ethics. Also, employees should be aware of the forms, disclosure requirements, and penalties contained in the new Code of Ethics.

COMMENTS

We agree. A comprehensive Code of Ethics is at present under final review by the Assessor. We anticipate compliance soon with all the suggestions made above.

RECOMMENDATION 12

The Assessor's Office provide a process to assure that the confidentiality of all employees who report alleged ethics violations be protected. Also the Assessor's Office should appoint an independent body to investigate all alleged ethics violations.

COMMENTS

We agree. A form for reporting an alleged ethics violation is being developed. This new code provides for an independent body to investigate possible ethics violations. Confidentiality will be assured.

APPENDIX II



IRA REINER
DISTRICT ATTORNEY

OFFICE OF THE DISTRICT ATTORNEY
COUNTY OF LOS ANGELES

18000 CRIMINAL COURTS BUILDING
210 WEST TEMPLE STREET
LOS ANGELES, CALIFORNIA 90012
(213) 974-3501

March 14, 1991

The Honorable Board of Supervisors
County of Los Angeles
Room 383, Hall of Administration
500 West Temple Street
Los Angeles, California 90012

Dear Supervisors:

FINAL REPORT OF 1989-90 LOS ANGELES COUNTY GRAND JURY

We have reviewed the Final Report of the 1989-90 Grand Jury, and submit the following responses to the recommendations of special concern to this office:

Page 49: Recommendation to Continue to Support the Truancy Mediation Program

The District Attorney Truancy Mediation Program, which was the first of its kind in the state, has been in effect for approximately two years. Truancy is the primary precursor to serious juvenile delinquency. The truancy mediation program is based upon this office's belief that more effort should be made to correct juvenile behavioral problems before they develop into serious criminality. This office continues in its efforts to expand and improve the program so that it may serve more children and parents in the County of Los Angeles.

Page 49: Recommendation that the District Attorney's Office Evaluate the Processing of Truancy Cases in Order to Reduce the Time Involved

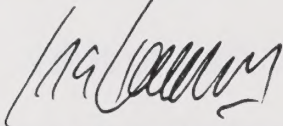
While the project is approximately two years old, this office has had only one full school year to evaluate the process. As a result of that evaluation, we have proposed in recent meetings with the Los Angeles County Office of Education three significant changes in the current program which should reduce the time of processing truancy cases. The first change involves using an expedited procedure for truancy cases, which would allow certified Student Attendance Review Boards to refer cases directly to the mediation hearing officers. The second change is to jointly develop a training course with the

The Honorable Board of Supervisors
Page Two
March 14, 1991

Office of Education and this office to train all SARB members. The third change will be an expansion of our filing criteria pursuant to Welfare and Institutions Code Section 601(b) to include violations of all reasonable and proper orders of school authorities and SARBS. This office is also working with the legislature to enhance our and the court's ability to deal with truant minors after adjudication. We believe that these changes will result in an increase in the quality and quantity of the school referrals to the program. The end result will be our ability to help more kids stay in school and out of jail.

Our early successes in truancy reduction will be enhanced by both legislative improvements, which this office has sought, and by the continued support of all the involved schools and law enforcement agencies.

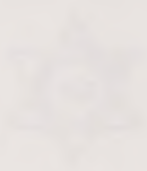
Very truly yours,

A handwritten signature in dark ink, appearing to read 'Ira Reiner', with a stylized flourish at the end.

IRA REINER
District Attorney

jw

c: Richard B. Dixon
Chief Administrative Officer



County of Los Angeles
Office of the Sheriff
San Antonio
Los Angeles County, 90012



March 1, 1975

APPENDIX III

The following is a list of
Chiefs of the Department
of the Los Angeles County
Sheriff's Office
for August, 1974, to the present

Very Respectfully,

We have compiled the names of the individuals who
have been in the position of Chief of the Department
of the Los Angeles County Sheriff's Office for the
period of August, 1974, to the present. The enclosed
contains the names of the individuals who have
been in the position of Chief of the Department of the
Los Angeles County Sheriff's Office for the period of
August, 1974, to the present.

Sincerely,



Sheriff



SHERMAN BLOCK, SHERIFF

County of Los Angeles

Office of the Sheriff

Hall of Justice

Los Angeles, California 90012



March 4, 1991

The Honorable Board of Supervisors
County of Los Angeles
383 Hall of Administration
500 West Temple Street
Los Angeles, California 90012

Dear Supervisors:

We have completed our review of the recommendations from the 1989-90 Los Angeles County Grand Jury report as they pertain to my Department. The attached is our response concerning those recommendations.

Sincerely,

A handwritten signature in cursive script, appearing to read "Sherman Block".

SHERMAN BLOCK
SHERIFF

1989-1990 GRAND JURY FINAL REPORT

RECOMMENDATION #2. PAGE 12

The Grand Jury recommends that the Board of Supervisors expand the audio-video arraignment project to provide for a telecommunications link-up between police and sheriff jail detention facilities and municipal courts in the county.

Response:

The Los Angeles County Sheriff's Department is actively pursuing the concept of video arraignment to accelerate the processing of inmates through the court system, reduce inmate transportation and increase officer safety.

Compton Court and the Men's Central Jail Attorney Room have been selected as sites for the first installation of the video arraignment system. Two municipal and two superior courtrooms will be equipped for video arraignment. This configuration should be operating within six months.

RECOMMENDATION #6. PAGE 17

The Grand Jury recommends that the Board of Supervisors authorize the Sheriff and the Marshal to allocate additional officers to staff the lock-up facilities at the Santa Monica Courthouse to provide adequate security for staff and users, on an interim basis, pending construction of a new courthouse facility.

Response:

Sheriff's staffing levels for the lockup vary with the fluctuation of inmate count and security concerns of prisoners in custody. The Sheriff's Department assigns personnel as necessary to maintain security for both our personnel and County Jail inmates.

RECOMMENDATION #1. PAGE 18

The Grand Jury recommends that the Board of Supervisors conduct a study to evaluate the effectiveness of the SANE Program in preventing substance abuse among youth within the county. The Grand Jury further recommends that the Board of Supervisors continue to support the SANE Program and allocate additional funds for SANE so that it may expand its programs to reach school children in grade levels from kindergarten through high school.

Response:

The SANE Program has begun a longitudinal study in conjunction with the Los Angeles County Office of Education. This study, done by Dr. John Martois, has surveyed a sample of the students in 4th, 5th, and 6th grade to examine the dimensions of self-concept, attitudes about drugs, decision-making skills, drug knowledge and actual drug usage. A longitudinal study by definition needs to track the statistics over time, therefore, no conclusive findings are yet available from this study. The preliminary findings, however, validate the SANE Program premises. According to the results, there is a correlation between increased use of drugs and low self-esteem, poor decision-making and inappropriate attitudes with respect to drug usage. We plan this year to expand the survey into the middle and high schools to determine the long-term impact that the elementary school drug prevention education is having on the usage of drugs by students.

The SANE Program does address alcohol and tobacco abuse prevention. The program takes a positive stance that youth should totally abstain from use of these substances. Further, the curricula used, including "Here's Looking At You, 2000", specifically has lessons on the negative impacts of smoking and alcohol. (Confusion may have arisen on this issue since the original version of "Here's Looking At You, Two" curriculum did not cover these substances; we do not use "HLAY, Two".)

The major target of the SANE Program is 4th, 5th, and 6th grades because most studies show that the onset of experimentation with substances begins in middle school. The SANE program has begun some expansion into the middle schools. The primary barrier to expansion of the SANE Program to kindergarten through high school is the high cost of staffing such a program. The SANE staff is currently exploring less costly options to expand the program such as reinforcement of the SANE message through computer assisted instruction and educational television.

RECOMMENDATION #2. PAGE 18

The Grand Jury recommends that the Board of Supervisors support the enactment of legislation which would mandate every school district within the county, and every private school within the county, to implement a substance abuse program, utilizing SANE as a model substance abuse program.

Response:

Only 54 of the 83 districts in the County are within the Sheriff's jurisdiction. Many of the other policing jurisdictions such as LAPD have DARE or similar programs currently in place. Drug prevention programs should be based on sound prevention theories but flexible enough to meet the needs of differing communities and school districts. Funding is also a major consideration,

particularly for private schools who have limited funds.

RECOMMENDATION #3. PAGE 19

The Grand Jury recommends that the Board of Supervisors initiate a study to determine the feasibility and costs involved to implement an "after school" program utilizing various county departments, in order to complement the results which have been achieved and are provided by SANE during the classroom program.

Response:

The Sheriff's Department does have some "after school" programs such as the Youth Athletic League, and SANE deputies do participate in some programs at individual schools or districts. There is a need for expansion in this area; funding is the major barrier.

RECOMMENDATION #4. PAGE 19

The Grand Jury recommends that the Board of Supervisors initiate a study to coordinate law enforcement, education, parental and community involvement in creating a community wide system to complement the drug prevention program now being utilized by SANE.

Response:

The SANE staff promotes parent, school, and education involvement in its jurisdiction through meetings, cooperative events and community mobilization. Further expansion of this cooperative model, however, is certainly a worthwhile effort.

RECOMMENDATION #5. PAGE 19

The Grand Jury recommends that the Los Angeles County Sheriff's Department continue to use the film entitled "Drug, Pregnancy and Youth," in the SANE Program and that it incorporate the film into its program for junior high school students.

Response:

The SANE Program currently presents Drugs, Pregnancy, and You assemblies featuring the film to high school students. The Bureau hopes to receive sufficient funding in the future to expand both its basic prevention and its Drugs, Pregnancy, and You formats into middle schools. Currently, staffing is not sufficient to accomplish this goal.

RECOMMENDATION #1. PAGE 21

The Grand Jury recommends that the Los Angeles County Sheriff's Department and the Los Angeles Police Department expand the SANE and DARE Programs to include more extensive gang prevention education in their current curriculums.

Response:

The SANE Bureau has developed a six-lesson Gang Curriculum which can be incorporated into the Drug Prevention Curriculum. This curriculum is being taught in many of our school districts. Such curriculum has to be approved by the District before it can be used, however, some districts have not yet approved its use.

RECOMMENDATION #2. PAGE 22

The Grand Jury recommends that the Los Angeles County Sheriff's Department and the Los Angeles Police Department continue to meet quarterly to discuss mutual concerns and exchange ideas regarding the SANE and DARE Programs.

Response:

Exchange of information between agencies conducting prevention programs is very valuable. SANE staff meet regularly with County, community, and city staffs, including Los Angeles Police Department, to share information and ideas.

RECOMMENDATION #1. PAGE 22

The Grand Jury recommends that the Board of Supervisors approve an allocation of funds for three additional deputy sheriffs as generalists-observers to be assigned to the Sheriff's Department Aero Bureau.

Response:

The Aero Bureau has requested funding for these items in the fiscal year 1991-92 budget.

RECOMMENDATION #2. PAGE 23

The Grand Jury recommends that the Board of Supervisors approve an allocation of funds for one additional civilian services assistant for the Sheriff's Department Aero Bureau.

Response:

The Aero Bureau has requested funding for this item in the fiscal year 1991-92 budget.

RECOMMENDATION #3. PAGE 24

The Grand Jury recommends that the Board of Supervisors approve an allocation of funds for two additional helicopter mechanics for the Sheriff's Department Aero Bureau.

Response:

The Aero Bureau has requested funding for these items in the fiscal year 1991-92 budget.

RECOMMENDATION #1. PAGE 41

The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads develop consistent policies and procedures with regard to the hiring criteria of employees who work directly with children. Currently, each county department working with children has a different set of guidelines relating to criminal backgrounds for hiring personnel and contractors.

Response:

The Department's current hiring guidelines are consistent with our responsibilities as a child protective agency.

RECOMMENDATION #2. PAGE 41

The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads develop consistent policies and procedures with regard to evaluating offenses committed by personnel while being employed. Our findings show there is no consistent policy among county departments with regard to an employee being arrested and/or convicted of a crime while employed by the county.

Response:

The Sheriff's Department has well established procedures for handling employee misconduct both on and off duty. Because we are a law enforcement agency, our standards are necessarily more stringent than those required by other county departments.

Alleged misconduct which is deemed to be criminal in nature is handled through a criminal investigation rather than an administrative investigation.

RECOMMENDATION #3. PAGE 42

The Grand Jury recommends that the Board of Supervisors and the appropriate Department Heads establish personnel files on each "contract employee" which shall include the background

investigation and clearance paperwork. Currently, departments do not maintain personnel files of contract employees.

Response:

Security clearances are conducted on all contract employees to ensure that such employees meet Sheriff's Department standards in the area of criminal history. Files on the individual contract employees are maintained in the Personnel Services vault which houses in-service personnel files for the Department. The files contain the security clearance.

RECOMMENDATION #1. PAGE 86

The Grand Jury recommends that the Los Angeles County Board of Supervisors provide the necessary resources to permit the Sheriff's Department to continue research to develop this identification system.

Response:

Planning and development of a bar code based system for tracking and counting inmates, as well as a system for implementing a "cashless jail environment" is in progress. As of February 15, 1991, all female inmates at Sybil Brand Institute and Mira Loma Female Facility will be wearing wristbands which contain a bar coded representation of their booking number. Complete implementation of these bar code based projects at Sybil Brand Institute and Mira Loma is expected by September, 1991.

The Sheriff's Department supports the Grand Jury's recommendation for the Board of Supervisors to provide the necessary resources to continue the development and expansion of these projects.

RECOMMENDATION #2. PAGE 86

The Grand Jury recommends that the Los Angeles County Sheriff's Department expand the work furlough pilot program at Scapular House.

Response:

The Scapular House program is administered through the Los Angeles County Probation Department. Mr. Carl Curtis, Director of the Probation Department's Work Furlough Program stated that his department has funding for two additional facilities similar to the Scapular House and is currently searching for prospective sites.

RECOMMENDATION #3. PAGE 87

The Grand Jury recommends that the Los Angeles County Sheriff's Department refer all five-day or less sentenced prisoners to pay-your-own-way programs at participating municipal jails.

Response:

Presently, persons sentenced to short-term sentences, who desire to serve sentences in a city jail, request this arrangement through the court. Unfortunately, the Sheriff's Department cannot require persons with short-term sentences to pay for jail stays in municipal jails.

RECOMMENDATION #4. PAGE 87

The Grand Jury recommends that the Los Angeles County Sheriff's Department accept no shoes for prisoners from the public.

Response:

Prisoners booked at the Inmate Reception Center or Sybil Brand Institute are allowed to retain their shoes unless the shoes contain metal ornamentation. If the shoes contain metal ornamentation, they are taken for safekeeping. Therefore, each inmate is allowed to receive one pair of replacement shoes or a pair of shoes which are suitable for court appearances. The Inmate Services Unit is examining the feasibility of providing shoes to every inmate for general wear which would eliminate the need to accept replacement shoes.

RECOMMENDATION #5. PAGE 87

The Grand Jury recommends that the Los Angeles County Sheriff's Department provide scanning devices at all county jail facilities to restrict the introduction of unwanted or dangerous items to the premises.

Response:

Our current policy for searching inmate personal shoes and clothing entails a thorough visual and physical inspection for narcotics as well as metal devices. This process is time consuming, however, it is the only effective way to ensure that the items being introduced are free of contraband. A search by means of a metal detection device alone would be less effective because it would not display other contraband such as narcotics or paper currency. The present system only fails us when screening personnel fail to conduct adequate physical searches. This problem will be addressed through supervision and training.

RECOMMENDATION #6. PAGE 87

The Grand Jury recommends that the Board of Supervisors provide funding to the Los Angeles County Sheriff's Department for the implementation of the Regimented Inmate Diversion Boot Camp for Adult Offenders planned at the Peter J. Pitchess honor Ranch. The Grand Jury also recommends that funding include replacement costs for several bungalows.

Response:

The Regimented Inmate Diversion Program is in operation at the Pitchess Honor Rancho, Ranch Facility. The start-up costs for this program have been funded by the Sheriff's Department using drug asset forfeiture funds and inmate welfare funds. The Sheriff's Department supports the Grand Jury's recommendation for the Board of Supervisors to provide funding for this program.

RECOMMENDATION #1. PAGE 88

The Grand Jury recommends that the Los Angeles County Sheriff's Department screen court assigned cases to eliminate custody cases from modular courtrooms.

Response:

When modular facilities were first proposed for use as courtrooms, the Sheriff's Department developed our current policy to oppose assigning criminal matters to those courtrooms. Whenever appropriate, the Sheriff's Department continues to voice our policy. However, the Sheriff's Department does not control and is totally subject to the assignment of cases by the Superior Court.

RECOMMENDATION #2. PAGE 88

The Grand Jury recommends that the Los Angeles County Sheriff's Department review prisoner movement security procedures at all courthouses to protect deputies, the public and prisoners.

Response:

The Sheriff's Department continually re-evaluates current prisoner handling and movement procedures, techniques and issued equipment. Any identified improvements in either specific facility or overall Departmental operations are formalized into training and implemented at the effected levels. Identified hazardous situations are immediately addressed with appropriate follow-up.

RECOMMENDATION #3. PAGE 88

The Grand Jury recommends that the Board of Supervisors allocate funds to provide adequate prisoner holding space to meet current fast growing future requirements at this facility. (Antelope Valley Court Lockup)

Response:

The Sheriff's Department has committed \$500,000 from our 1990-91 Capital Projects Fund to finance a partial lockup expansion. The project will increase the current holding capacity by approximately fifty percent. This project, together with a planned second phase, should accommodate the current court until the projected new court is opened.

RECOMMENDATION #4. PAGE 88

The Grand Jury recommends that the Board of Supervisors immediately investigate the needs at this court lockup as previously addressed in correspondence to Mr. Richard B. Dixon on March 7, 1990 by the Jails Committee. (Antelope Valley Court Lockup)

Response:

The planned but currently unfunded second phase will include two additional holding cells, increased inmate interview space, work space and a fenced outside custody bus loading/unloading area outside the current bus sally port. Mr. Dixon's office will receive a joint recommendation and funding request from the Sheriff's Department, Municipal and Superior Courts.

RECOMMENDATION #5. PAGE 89

The Grand Jury recommends that the Los Angeles County Sheriff's Department close the Calabasas lockup. This facility should never be used for custody cases.

Response:

The room in the Calabasas Court that was used to hold persons in custody has not been used for that purpose for over a year. Cases with persons in custody are no longer sent to Calabasas Court.

RECOMMENDATION #6. PAGE 89

The Grand Jury recommends that the Los Angeles Superior Court re-evaluate the security plan of the CNA Building and work with the Los Angeles County Sheriff's Department to meet security requirements.

Response:

The security plan for the CNA Building was re-evaluated. Recommendations were submitted to the Courthouse Security Task Force Committee. Funds were allocated and security systems are currently being installed.

RECOMMENDATION #8. PAGE 89

The Grand Jury recommends that the Los Angeles County Sheriff's Department admit no more prisoners than can be accommodated safely in the entry area of the marshal's lockup.

Response:

The Sheriff's Department staffs and operates the main facility lockup located in the Superior Court wing of the Santa Monica Courthouse. The Marshal's Department staffs and operates the Marshal's lockup referred to in this recommendation. Any inquiries concerning the Marshal's areas must be forwarded to the Los Angeles County Marshal's Department.

RECOMMENDATION #9. PAGE 89

The Grand Jury recommends that the Los Angeles County Sheriff's Department provide the installation of an alarm door.

Response:

The Sheriff's Department staffs and operates the main facility lockup located in the Superior Court wing of the Santa Monica Courthouse. The Marshal's Department staffs and operates the Marshal's lockup referred to in this recommendation. Any inquiries concerning the Marshal's areas must be forwarded to the Los Angeles County Marshal's Department.

RECOMMENDATION #10. PAGE 90

The Grand Jury recommends that the Los Angeles County Sheriff's Department:

- a. Supervise the unloading of prisoners within the proposed security fence.
- b. Provide transportation of prisoners to the court lockup.
- c. Provide an armed deputy to transfer prisoners to the court lockup.

Response:

These recommendations refer to the operation and staffing of the Marshal's lockup. The persons in custody have not been remanded

into the custody of the Sheriff. Santa Monica Police Department and the Marshal's Department must respond to these recommendations.

RECOMMENDATION #2. PAGE 90

The Grand Jury recommends that the Los Angeles County Sheriff's Department continue to research the feasibility of housing county prisoners in Long Beach.

Response:

The most recent assessment as to the feasibility of housing inmates in Long Beach Police Department's jail facility was made on May 31, 1989. Several factors prohibit use of this facility as a County facility. The most significant factor being that the Board of Corrections will not certify the Long Beach jail to be used "for the detention of persons pending arraignment, during trial, and upon a sentence of commitment."

RECOMMENDATION #4. PAGE 91

The Grand Jury recommends that the Los Angeles County Sheriff's Department install a sally port in the entry area of the jail ward (L.C.M.C.).

Response:

The concept of building a sally port at L.C.M.C. was reviewed in 1987 and was determined not to be a cost effective solution. Other ideas, including the installation of a sally port door adjacent to the elevator doors, are currently under review.

RECOMMENDATION #5. PAGE 91

The Grand Jury recommends that the Los Angeles County Sheriff's Department provide installation of more "collect calls only" telephones for prisoner use.

Response:

Bed space at the jail ward has been decreased to 39 beds; therefore, the number of phones provided is adequate to meet the need.



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